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Task Force on Public Violence
Against Women and Children

PRELIMINARY REPORT
JULY, 1983

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Task Force on Public Violence Against Women and Children

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Inspector Jean Boyd
Austin Cooper, Q.C.
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Debbie Parent
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INTRODUCTION

During the summer of 1982, Metro Toronto was stunned by a number of brutal rapes and murders. Many, and particularly women, felt unsafe on our streets. In addition, several shocking attacks occurred in public places on young children.

In response to these events, and the public concern and outrage they spawned, Metropolitan Chairman Paul Godfrey requested the Metropolitan Toronto Board of Commissioners of Police to establish a Task Force to examine the various issues raised.

THE PROCESS

In August, 1982, the Task Force on Public Violence Against Women and Children was established - with three members. June Rowlands, Norman Gardner and I then set about the task of finding people with the expertise, the interest and the time to study the ever growing list of issues, and to bring forward practical, workable recommendations. Eventually, some 25 such persons volunteered their skills. At the same time, the Terms of Reference, sketchy at first, were being refined to a great degree as a result of the expertise of Stephanie Perry, of Chairman Godfrey's office, and Rosanna Scotti, Co-Ordinator of Multicultural Relations for Metro Toronto. I thank them both, not only for their clear and insightful analysis of the mandate of the Task Force, but also for the ongoing support and direction they have lent to us all during the course of the last ten months. I must also

recognize the effort, patience and expertise of Stephen Watt, who first volunteered to "lend a hand" and has since become the Task Force's Co-Ordinator, undertaking the enormous task of coordinating 6 Working Groups, with over 80 volunteer members, and the work of the Task Force itself.

After public hearings in October, the terms of reference were further refined as follows:

TERMS OF REFERENCE

1. An assessment of existing and emerging services available and additional services required to assist women and children who are victims of random physical and sexual violence in terms of immediate crisis counselling and long term support of the victim and the family. This will include identification of funding resources and training needs of personnel in these services;
2. A review of the current and potential use of the broad range of crime prevention programs available through the Metropolitan Toronto Police Force and an examination of ways in which to broaden community participation in crime prevention activities;
3. An assessment of the effectiveness of the criminal justice system in deterring public violence against women and children including the prosecution of offenders, and the role of corrections, probation and parole systems;

4. An analysis of ways and means to design and improve improve urban physical environments for increased safety;
5. An analysis of the social environment with special emphasis on the impact of advertising and pornography on the incidence of public violence against women and children;
6. A review of the available self-protection programs designed to decrease vulnerability at the personal, neighbourhood and community level;
7. A review of existing research and literature on violent crime involving individual women and child victims; an analysis of crime statistics of violence against women and children based on geographic, demographic and socio-economic factors which may indicate trends and patterns; and ways in which these crimes are reported and recorded including an assessment of deficiencies in current methods;
8. A review of current and potential public education initiatives aimed at increasing personal safety and preventing public violence against women and children;
9. Consultation with the Metropolitan Police Force on deployment of police personnel as a deterrent to public violence against women and children and on the role of Police in responding to women and children who are victims of violence.

These were assigned to 6 Working Committees: Pornography and Advertising chaired by Doris Anderson; Support Services to Victims chaired by Dr. Gail Erlick Robinson; Policing chaired by Criminologist Birthe Jorgenson; The Criminal Justice System chaired by Assistant Crown Attorney Mary Hall; Urban Design chaired by Land Use Planner John Bousfield; and Public Education, originally chaired by Dr. Pat Kincaid of the Toronto Board of Education, and, more recently, by Pat Marshall of the Y.W.C.A. Other members of the Task Force served on each of these Working Committees and still more volunteers were asked to serve to add expertise in specific areas to undertake research and to represent the persons, groups and institutions who would be affected by the Task Force recommendations. Many of these volunteers I haven't met, but I thank each one - the meetings were frequent and long, the issues hotly debated, but the reports and recommendations following simply would not have happened without them.

THE DRAFT REPORT

The following report is a draft and will not be finalized without further input from the public. It takes the format of six separate reports with recommendations from each of the Working Committees. The Task Force has attempted to ensure that none of the recommendations are contradictory. Some do overlap, however, or appear to be redundant: these will be integrated in the final recommendations of the Task Force.

One further point must be made: each of the Working Committees' reports have been written within the context of the Terms of Reference assigned to it. For example, although the Criminal Justice report and recommendations strongly urges the reporting of every violent or sexual assault against women or children to the police, the Support Services for Victims report recognizes that this is not now every victim's choice or potential. Accordingly, that Working Committee's report deals mainly with support to the victim, while recognizing that the assault is a criminal act, and ensuring that a victim who chooses to report the crime to the police is aided and supported in that choice.

The Policing Committee, Criminal Justice Committee and Support Services Committee have all recognized that present procedures within those institutions responding to victims of sexual or physical assault militate against many victims reporting these crimes and entering into those procedures. Each of those Committees have, therefore, made recommendations that attempt to address these shortcomings, not only to better serve the victim, but also to encourage reporting of these crimes.

It is clear, however, that simply ensuring more sensitive institutional response, or assisting women to overcome the various barriers to reporting assaults will not alone accomplish the goal of ending these assaults.

The myth of the woman or child as temptress or willing victim has been scientifically disproven, and must be exposed as a myth through public education, through ending sex stereotyping in our schools and in our advertising, and through eliminating the hateful and violent pornography which has become all too common. Education must also stress that blame should not fall on the victim, but on the offender.

The issues are of enormous magnitude and interwoven. The following reports are the result of a direct attack of these difficult and emotional issues, and provide practical recommendations. We invite public discussion of the issues, public education about the facts, and public input on the recommendations.

Metro Toronto is basically a safe environment for all its citizens, but brutal crimes can and do happen. The Task Force has undertaken a tremendous effort, but must have the understanding and commitment of the media, the community, the police and criminal justice systems, social agencies and various levels of government to finalize the work it has begun.

SUPPORT SERVICES SUB-COMMITTEE

MEMBERSHIP

The membership of the Support Services Sub-Committee of the Task Force on Public Violence Against Women and Children included representatives from community based women's organizations, hospitals, the medical profession, the Police Department, the Medical Officer of the Health Department, the Y.W.C.A. and the immigrant community.

INTRODUCTION

Women who have been sexually assaulted not only have to deal with the assault itself, but with the physical and psychological aftermath of this. It is estimated that only one out of ten women report to the police after the sexual assault. Much of this has to do with fear of the response that they will get from their families and friends, the police, medical community and public in general. A review of the existing support services underlined the fact that there are few programs available for victims of sexual assault and existing ones are inadequately funded. Services for immigrant women are especially lacking. The aim of the Sub-Committee on Support Services was to make recommendations that would improve the type of treatment and follow-up care available to such victims. In this way, it is hoped that the physical and psychological trauma to the victim will be minimized. An additional benefit may be that a better response to the victim will improve reporting, and therefore increase the chances of reducing the frequency of these crimes. It was recognized by the Sub-Committee that an essential element in creating more support for these women is the education of the public to make them more understanding of the nature of this crime.

A. INITIAL CONTACT

The first task of the victim following an assault is to decide whether or not she will go for some assistance and if so, to whom. Many women will, of course, initially contact a friend or a relative. This person may then help the victim to obtain assistance. In other cases the victim, herself, may wish to call for emergency aid. It is the hope of the Sub-Committee that eventually this crime will be free of any stigma to the victim such that all women who have been assaulted will immediately call the police. Recognizing that this attitude does not yet exist, it was felt important to facilitate the woman's getting the kind of assistance she desires most.

RECOMMENDATIONS

- A-1 The fact that emergency number 911 may be dialed free of charge should be emphasized in the advertising of this number.
- A-2 There must be facilities at police headquarters i.e. 911 for foreign language callers. Furthermore, immigrant communities should be educated via such things as public service announcements on MTV or ethnic language radio broadcasts as to the use of this number for crises such as sexual assault.

- A-3 An assaulted woman may be in a highly disturbed state such that she does not remember the 911 number. Others may not wish to phone a number that may bring police contact. Some of these women may simply dial 0 or 411 asking for information. Telephone operators should be trained to offer to contact the police, the Rape Crisis Centre or the nearest Sexual Assault Treatment Centre. This training should be incorporated into the operator training program run by Bell Canada.

A new program, Cabs on Patrol, has been recently started in the Toronto area. Drivers participating in this program may be additional resource people for recently assaulted women.

RECOMMENDATIONS

- A-4 Drivers participating in this program should be thoroughly screened so that a woman flagging down a cab would be sure of having safe assistance.
- A-5 Drivers in this program should be educated as to where they should take women in need of assistance following an assault. This information could be incorporated into the training program these drivers receive.
- A-6 Educational programs be carried out via the media to inform women of the possibility of flagging down such cabs for assistance and transportation to a treatment centre.
- A-7 As it is possible that a woman in distress may hail a taxi whose driver is not part of COP, dispatchers should be provided with a list of Sexual Assault Treatment Centres so that they can advise the driver where to take the woman.

B. POLICE CONTACT

A great deal of discussion was held concerning the role of the police force. The police are often the first contact the victim has and could provide a great deal of immediate support. It was recognized, however, that police officers like other people run the gamut from those who are emphatic towards victims of sexual assault to others who are hostile or suspicious. Unfortunately one difficult contact between a victim of sexual assault and a police officer can lead by word of mouth to a spread of the impression that such a victim will not get a good reception if she does contact the police. Even the most emphatic police officer has the difficult task of attempting to obtain information at a time when a woman is under a great deal of stress.

RECOMMENDATIONS

- B-1 The training at the police college be strengthened to emphasize not only the taking of evidence from a rape victim, but also the rape trauma syndrome.

- B-2 The officers who offer initial assistance to the victim of assault should make it clear to her that she may contact a friend, family member or rape crisis worker to be with her during the questioning and to accompany her to a treatment centre. The woman should also be informed that, if she wishes, every effort will be made to have a female constable take her evidence.
- B-3 Ongoing training should continue to be carried out in the individual police districts. We would recommend a yearly update to refresh the information of older officers and inform newer officers.
- B-4 Specialized sexual assault investigations teams should be constituted. Although these teams may not necessarily include a female constable, the assaulted woman should have the option of seeing a female officer.

C. CRISIS TREATMENT

It was recognized by the Sub-Committee that although it is an ideal that all physicians and health care centres in the province should be equipped to look after victims of sexual assault, realistically this was not going to be possible. First it would not be possible to change the attitudes of all health care workers to be emphatic to these women. Secondly, in certain areas small numbers of victims would preclude the opportunity to become adept at examining these women. It was, therefore, felt that in the Metro area central Sexual Assault Treatment Clinics be set up. Discussion was first of all held as to what would happen should a woman arrive at a hospital that was not a specialized treatment centre for assault victims. It was felt that where possible she should be transported to such a specialized centre. If this were not convenient or desirable, it was felt that the workers at the centre should have some familiarity with conducting examinations on such women.

RECOMMENDATIONS

- C-1 Where possible and convenient, a woman arriving at a centre other than a designated rape treatment centre be transferred to a specialized centre. This may be done by a variety of means:
 - (A) Accompaniment by a friend or relative.
 - (B) Accompaniment by the police if the woman is reporting the assault to them.
 - (C) Accompaniment by a rape crisis worker. In this case, funds should be provided to the Rape Crisis Centre to either support the use of workers' cars for such purposes or to pay for taxi transportation of the worker and the victim.

- (D) By taxi with funds provided from an emergency fund at the hospital set aside for such purposes. It would be highly desirable if a member of the hospital staff could accompany the woman in this instance.
- C-2 The rape kit currently provided from the Attorney-General's office via the Police Department should be updated, where necessary to conform to the new sexual assault legislation.
- C-3 All physicians should receive information on the whereabouts, availability and use of the rape kit. This could be provided in the newsletter of the College of Physicians and Surgeons.
- C-4 A good supply of rape kits should be available in all Emergency Departments. All emergency room physicians should be given additional instruction in the use of the rape kit. It should be hospital policy that any physician or nurse working in the Emergency Department see the video available through the Attorney-General's office and be familiar with the use of this kit as a prerequisite for working in the emergency ward.

The video about the use of the rape kit available through the Attorney-General's office was felt to be excellent. This tape, however, does focus on the evidence collecting necessary for those women who are reporting their cases to the police. Recognizing that many women do not report to the police and yet still require a thorough examination and supportive and knowledgeable treatment, it was felt that an additional video tape should be made for the education of those working in emergency wards. This tape would focus on the rape trauma syndrome indicating the types of emotional reactions a woman is likely to experience. This tape could be made in cooperation with people from the Rape Crisis Centre, the Ontario Hospital Association or Hospital Council of Metro Toronto plus the Attorney-General's office. This tape would also be available for viewing by members of other appropriate hospital departments, e.g. nurses, social workers and physicians in gynaecology, V.D. and psychiatric clinics, as well as private practitioners. Information about such a video could again be made available through the newsletter of the College of Physicians and Surgeons.

It is recognized that the responses of immigrant women may be somewhat different because of their cultural background and social pressures of their community.

RECOMMENDATION

- C-5 This video tape should also attend to the special needs that may be exhibited by immigrant women. This information could be obtained in consultation with immigrant women's groups in the city.

As previously stated the Sub-Committee agreed with the concepts of setting up specific rape treatment centres. It was felt that in the Metro Toronto area five such treatment centres should be set up corresponding to the police districts. Women's College Hospital has already submitted a proposal to the Ontario's Government to allow it to become the Sexual Assault Treatment Clinic for the downtown area.

RECOMMENDATION

- C-6 Five regional Sexual Assault Treatment Centres should be set up. These should be located in a hospital corresponding to each of the five police districts.

A great deal of discussion took place concerning the essential features of such centres. It is recognized that the regular Emergency Department is not a suitable place for the treatment of such victims. As the problems these victims face are usually not immediately life threatening, in any busy Emergency Department they tend to receive a low priority and therefore may not get the immediate attention they deserve. Many criteria were established for such rape treatment centres.

RECOMMENDATIONS

- C-7 The regional Sexual Assault Treatment Centres should have the following criteria:

- (A) Space should be set aside near, but not part of the regular Emergency Department. This space should ideally include an examination room plus a room where discussions with the victim, the police or family and friends could take place.
- (B) This centre should be staffed by a voluntary roster of physicians trained in the management of the rape trauma syndrome and in the use of the rape kit. This on-call roster should be established separate from the usual emergency ward roster. Although men and women should be on this duty roster, it was strongly felt that a woman physician be available if the victim should specifically request one. It is recognized that this group of physicians and nurses working in this area may experience their own psychological upheaval and burnout from working in a concentrated way with the victims of sexual assault. It was, therefore, felt that ongoing support systems and group meetings be set up for these people in order to help them deal with their own feelings about handling such victims. One useful practice may be the use of a buddy system whereby a health worker who is seeing a particularly troubling case may call up a colleague and discuss the feelings about this case with him or her.

- (C) A coordinator be hired for each regional Sexual Assault Clinic. This individual might be a physician, nurse or social worker. The tasks of this individual include organizing of rosters, ongoing training of support staff, arranging of care for the victim, dealing with family members, acting as liaison with appropriate women's groups or health committees in the city, ensuring follow-up care is known to the victim and maintaining records.
- C-8 When the hospital is informed that a victim is coming in, the hospital will notify the Crisis Centre so that a worker will be available if required. When the woman arrives at the hospital, her permission is obtained to have the crisis worker come to be with her at the hospital.
- C-9 The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the rape kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time.
- C-10 A victim of sexual assault should be given the morning after pill if she wishes. Proper information about the side effects of this pill should be provided.
- C-11 A test should be taken for venereal disease and the woman notified that she will be contacted if the test is positive.
- C-12 Throughout her contact in the Emergency Department, the woman should be made aware of the reason for all the various tests and procedures. Her consent should be obtained in order to emphasize her being in control of the situation. She should also have an option of someone being with her during the examination.
- C-13 A key person, possibly the clinic coordinator, should be the one who is involved with the client throughout her time in the hospital. This individual can help with explanations and support to the client and any accompanying family members.
- C-14 After her examination at the treatment centre, the client should receive a list of follow-up services available to her. This list would include clinics within the hospital as well as various community resources. This list would give telephone numbers and a brief explanation of these services. This list should, of course, be available in a number of different languages.

A great deal of discussion was held by the Sub-Committee as to immediate follow-up for the woman. On the one hand, it was felt extremely important to contact the woman a few days later to ensure that she was aware of the resources available to her, that she was managing to cope with her problem and that she would not lack appropriate care by being afraid to initiate contact herself. On the other hand, the concern was that women at this time were feeling very much out of control of their lives and needed, wherever possible, to be given the opportunity to make their own decisions. It was also recognized that for certain women ongoing contact from the hospital would either be painful or awkward. This might be especially true of immigrant women who were anxious to keep their problems a secret from their family. This was a difficult issue to resolve as certain members of the group felt that in a distressed frame of mind, the woman at the time of the examination might not be able to really think clearly about how she would want to be followed. It was finally decided to approach the woman in a positive manner saying that the hospital would contact her in a couple of days, but giving her the opportunity to refuse.

RECOMMENDATIONS

- C-15 That the woman be told that she will receive a call from the coordinator within a few days to check on her progress and answer any questions she might have about the contact. She would be given the opportunity to refuse this contact.
- C-16 Any centre operating a sexual assault service should also be willing to provide abortions for those women who get pregnant following a sexual assault. This abortion service should be above and beyond any normal quota that the hospital may have for abortions.

D. COMMUNITY RESOURCES

A. CRISIS CENTRES

It was recognized that the Toronto Rape Crisis Centre offers a number of important services including a twenty-four hour a day emergency telephone service, accompaniment to the treatment centre, provision of practical information and assistance to clients, follow-up through the court process, widespread education to individuals and other agencies and individual and group counselling. It was felt that these services are highly desirable and should be supported.

RECOMMENDATIONS

- D-1 That funding for the Rape Crisis Centre be increased to a level adequate to provide for the programs of the Centre. Such things as comfortable surroundings will make it easier for a woman to seek out this type of support service.

- D-2 To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this.

B. SUPPORT SERVICES COORDINATORS

We discussed at great lengths the creation of additional community based services to handle the mid-term and long-term follow-up of women who have been sexually assaulted. We felt it was important to provide a range of services so that women from all types of backgrounds could find support programs in which they would feel comfortable. It was also recognized that a majority of rapes occur between people who have some acquaintance with each other. This group is much less likely to seek assistance from the police or hospitals. Such services would include individual counselling to provide both psychological support and practical advice, group therapy, support and advice for families where appropriate, and sexual therapy if necessary. It was recognized that many programs already in existence such as the Women's Counselling, Referral and Education Centre and the Rape Crisis Centre could provide more services if they had the necessary funds. New projects such as the Barbara Schlifer Centre are already being set up to provide multiple services to assaulted women. Other programs could be created by groups such as the Y.W.C.A., the Jewish Community Centres, various churches, the Immigrant Women's Centre or community based efforts such as self help groups or Block Sisters.

RECOMMENDATION

- D-3 Funds be set aside by such departments as the Ministry of Health and the Ministry of Social Services to be available for the development of programs for the treatment of victims of sexual assault. These funds should not be at the expense of other programs.

In discussing the design and implementation of such programs, we came to the conclusion that it would be necessary to have two Support Services Coordinators who would have the following functions:

1. Gather and maintain information on all available support programs for women and children who have been sexually assaulted.
2. Identify gaps in services in general or to particular populations and prepare reports on their findings.
3. Work with community interest groups to aid in the conception and development of necessary support systems.
4. Organize teams of educators using staff from established services such as the Rape Crisis Centre and Sexual Assault Clinics. These teams can then train staff at new programs.

5. Act as ongoing resource persons to support programs.
6. Act as liaisons between Sexual Assault Clinics, community treatment centres, the police department and any other bodies whose activities concern public violence against women and/or children.

It was felt that two Coordinators would be necessary as one of these would sub-specialize in treatment for immigrant women. It was suggested that these Coordinators might be funded through Metro Social Services, Department of Public Health of Metro or Multicultural Relations. Although we addressed ourselves here to the idea of Coordinators for Metro Toronto, it is felt that this program might be expanded such that a Coordinator could be established through the Ministry of Health to develop such programs throughout the province.

RECOMMENDATION

- D-4 That two positions of central Support Services Coordinators be established, one of whom would concentrate her efforts specifically on the immigrant women population.

C. SEXUAL ASSAULT ADVISORY BOARD

To further integrate the development and functioning of support programs, it was felt important to have a Sexual Assault Advisory Board. This Board would include representatives from the regional Sexual Assault Clinics, various community treatment centres, the Rape Crisis Centre, the police department, the Attorney-General's office, the Women's Bureau of the Ministry of Health and two members of the public to be appointed by the Metro Chairman. The Coordinators would organize a monthly meeting. The purpose of this group would be to improve communication among various parts of the system, identify needs, assist in the development of programs and advise re fund raising from government and community sources.

RECOMMENDATION

- D-5 A Sexual Assault Advisory Board representing all groups involved in support services for such victims meet regularly to facilitate communication and coordinate development of essential services.

NOTE:

The Sub-Committee felt that the issue of support services for child victims of assault had been dealt with by The Metropolitan Chairman's Special Committee on Child Abuse. We support the recommendations of that Committee.

The specific mandate of our Sub-Committee was to study support services to women and children who are victims of public violence. We have focused on sexual assaults as victims of other types of public violence such as simple assault do not face the same difficulties in receiving empathy and support from the community. Nevertheless, these people may suffer from post-traumatic fears and anxieties which may affect their lives and limit their activities. The Police Resource Centre may be one agency that could facilitate the formation of support groups to assist such people in regaining their confidence. We recognize the need for more work to be done in developing services for this type of victim. It was also noted that on many occasions, concerns were raised about the victims of domestic violence. They share many similar problems such as embarrassment on the part of the victim, hesitation to report the event, frequent lack of public empathy and lack of support services. The Sub-Committee wished to underline the need for assistance to this group of people. It was thought that in the future many of the programs could be expanded to meet the needs of this group.

Respectfully submitted,

G. Erlick Robinson, M.D., F.R.C.P. (C)
Chairperson: Sub-Committee on Support Services

SUB-COMMITTEE ON SEX STEREOTYPING & PORNOGRAPHY

INTRODUCTION

There has been a growing awareness, particularly over the past ten years, that we live in a patriarchal society. The structure of any society is re-enforced by its stereotypes. Sex stereotyping in the media is one manifestation of our patriarchal society. But another, much more extreme and ugly, is pornography.

Historically in our society, any form of sex which depicts pleasure outside of marriage has been regarded as immoral. This attitude reinforces the idea of women as the sexual and reproductive property of men. In our concern about sex stereotyping in the media and the growing proliferation of the industry of pornography, we are extremely wary of being clumped together with those extreme groups who want to ban all sex outside of marriage.

Pornography depicts women and children - and less often, men - as objects to be used. In its worst forms women are bound, burned, branded, beaten, gang raped, tortured and murdered. Their nipples are mutilated, their genitals ripped. Often the victim is portrayed as enjoying this treatment.

The Task Force sees the hard pornography which has become a billion dollar industry and the soft pornography of some advertising, as part of a sexist society where power and control remain a male monopoly. It is the same society that took ten years to change the Criminal Code on rape. Many people still labour under the illusion that women "ask" for it, or actually enjoy being raped. It is the same society where elected members of the House of Commons burst into laughter when a report on wife battering was presented.

The Task Force sees pornography as a form of hate literature against women and children. If any minority group - Italians, Jews, Poles or Blacks - were being depicted as being beaten or branded for someone's entertainment, or mutilated and strung up on hooks for public amusement, laws would be passed to stop such vile acts. Women, as a group, do not have that kind of protection.

Over the past decade a growing body of scientific evidence has linked the portrayal of aggression and violence in the media with subsequent aggressive and violent behaviour in society. There is significant research that demonstrates that the portrayal of sexual violence in today's sexually explicit magazines and films can lead to an increase in their readers' and viewers' aggressive sexual fantasies, acceptance of aggression, beliefs in rape myths and in aggressive behaviour. Moreover, sex-role stereotyping in the media has been shown to have an unhealthy effect on our children's view of themselves and their ability to fully relate to members of the opposite sex. We have to conclude, that given no change, the mass production and distribution of exploitive pornography and a continuation of sex stereotyping, can only sustain and intensify the problem of sexual violence and inequality in society.

The Task Force shares the concern of many citizens that laws should be clearly re-defined so that there is no danger that authors such as Margaret Laurence will be banned in the schools, or books such as "Ulysses" will be confiscated by customs officials at the border. Furthermore, we believe that through public education, it is possible to raise a new enlightened generation of children where boys don't believe they have to prove their masculinity by degrading and dominating women and young girls don't believe they have to put up with it.

We regulate many things in our society for the common good - cigarette smoking, some forms of advertising, pollution, what may be included in foods, and how foods and drugs may be sold. Surely we can extend the same protection to women and children. We can also decide that public places and public airwaves belong to everyone and that material that is offensive and degrading to many members of society cannot be displayed.

There can also be changes in the Criminal Code which focus on the injurious nature of pornography. We can strengthen legislation as to what can be carried by the public mail system. And we can pass regulations on broadcasting that are similar to regulations that protect other segments of society on grounds of race, creed, colour etc. by extending that protection to sex.

IMPROVING THE GUIDELINES FOR THE SEXUAL PORTRAYAL OF WOMEN, MEN AND CHILDREN

INTRODUCTION

There is widespread concern among many Canadians about the use of sexual portrayals and sexual appeals in advertising. This concern is particularly strong among women and, whether fairly or not, those most critical of advertising go so far as to link advertising's sexual portrayal of women to pornography and sexual violence. While the majority of Canadians probably do not feel so strongly about the issue, it is nevertheless true that a substantial number are increasingly troubled by what they perceive to be the use of female sexuality to sell products, and their belief that this is demeaning, insulting, and a contributor to socially irresponsible behaviour.

RESEARCH EVIDENCE

Research evidence concerning the sexual portrayal of men and women in advertising indicates that the use of sexual portrayals of women is widespread.¹ Moreover, research indicates that the numbers of such portrayals are growing, as is what *Time* magazine describes as "the purience of the pitch". In the view of most research analysts, blatant sexual imagery is used in advertising with considerable regularity and many ads imply access to the female is the reward for buying and using products. Researchers note that, viewed singly, many such ads seem acceptable, but the cumulative impact of hundreds of advertisements depicting women in nude, semi-clad, provocative or submissive poses typically leaves women viewers shocked and angry by what they perceive as exploitative, degrading and dangerous sexual imagery. It should be noted that research indicates that the portrayal of sexually attractive women in advertising generally does not cause problems: sexual portrayals as such are not a problem, but portrayals perceived to be sexist elicit significant consumer protest.

Studies of the relationship between verbal and visual content in advertising reveal numerous instances of sexual innuendo and double entendre. Some observers believe that such ads imply that the women portrayed are sexually available to all viewers. Of particular concern is verbal or visual sado-masochistic imagery in advertising, e.g., bondage props and poses or the submissive attitude of one sex to another.

Research evidence indicates that advertising's sexual portrayal of women is growing in number and intensity and also reveals that there is justification for widespread social concern about such depictions. Although it would be gross exaggeration to contend that advertising is a sole or major cause of such social problems as violence against women, there is evidence that some advertising may play a role in perpetuating such problems. For example, a number of studies show clearly that some ads and commercials contributed to the perpetuation of sexual stereotypes: exposure to stereotyped advertising contributes to strengthen already sex-stereotyped attitudes and behaviours.

RESEARCH EVIDENCE CONT'D

Research shows further that there is a relationship between media content and aggressive sexual attitudes and behaviours. Thus, when the depiction of women is sexist, degrading or violent, that depiction may contribute to the perpetuation of a critically serious social problem. The reflection of reality shown in the media and its advertising can be a powerful and pervasive substantiation of the status quo, with all the force of a self-fulfilling prophecy.

SEXUALITY IN ADVERTISING AND ADVERTISING EFFECTIVENESS

Many research studies not only delineate the social problems involved in advertising's sexual portrayal of men and women, but also explore the matter from the perspective of advertising effectiveness.² The evidence is strong that advertisers can produce ads and commercials which are both socially responsible and also as effective, or even more effective, than those approaches currently perceived to be offensive. Research shows that an attractive, sexy, or nude female model can increase the attention-getting power of an ad, especially among male audiences. Under some complex conditions, that model may increase favourable evaluations of the brand and intentions to buy it. However, the evidence suggests that this effect occurs because both sexes prefer to look at people they perceive as attractive and sexy. It is the attraction factor of the model, and her appropriateness to the advertised product, that creates attention -- not the nudity per se. In fact, as the sexuality of the model becomes more explicit, the risks to the advertiser increase. Sexually explicit portrayals, such as the use of nude models, can result in less favourable brand and manufacturer attitudes and inhibit brand learning. Moreover, the sexual portrayal that is rated favourably by one group is very likely to be considered unacceptable by another: there are significant differences in perception, both between sexes and within same-sex groups. Taken as a whole, the data indicate that attractive and sexy models can aid the advertiser, but that the use of explicit sexual approaches is dangerous and potentially counter-productive. Advertisers who ignore the warning signs and continue to use sexually explicit appeals, without careful research, may be producing ads which are ineffective or at least less than optimally effective.

Advertisers who use explicit sexuality to sell may be making a serious managerial error. However, the issue is not just managerial, it also has important public policy implications. Many ads continue to exploit women's sexuality, demean them, objectify them, show violence and aggression against them, and cause widespread offense. Such ads should be unacceptable to any advertiser, no matter how effective the ad might be with some segment of the market. Healthy sexuality in advertising can be acceptable both from a managerial and societal point-of-view, but sexism and the exploitation of women cannot be condoned.

Successful advertising recognizes that overtly sexual or seductive portrayals are perceived as insulting, denigrating, and result in consumer turn-off. Portraying a woman as attractive and sexy, if done carefully and tested, can be acceptable.

NEED FOR GUIDELINE AMPLIFICATION

The Advertising Advisory Board Committee on Sex-Role Stereotyping administers guidelines covering all media. These guidelines were written by the Canadian Radio-Television Telecommunications Commission Task Force on Sex-Role Stereotyping in the Broadcast Media in 1980 in response to concerns expressed at that time about the portrayal of men and women in the broadcast media. The advertising industry voluntarily extended the scope of the guidelines to cover all media and established a committee to supervise industry education on the subject, to act as a receiving point for complaints from the public, and to conduct appropriate research.

In the short time since the guidelines were prepared, many advertisers have voluntarily responded in a positive way. But, as noted in the Committee's release of March 21, 1983:

"However, there is continuing concern about the use of women as sex objects. Such uses are rejected by an increasing number of Canadians today and reflect negatively on the industry as a whole."

One of the guidelines, Number 6, was written to deal specifically with such uses. It states:

"Advertising should not exploit women or men for attention-getting purposes. Their presence should be relevant to the advertised product."

In 1982, of 47 advertisements deemed to be contrary to the guidelines, 14 were found to be contrary to this particular guideline and another 16 contravened it in spirit. The latter classification applied most frequently to locally-produced print advertisements for personal use products such as clothing, entertainment, travel, in which a model may have been related to the product, but the use of double entendre, semi-nudity, and/or provocative pose, gave a final impression of exploitation. They also evoked the strongest reaction from critics of the industry.

It is recognized that the Committee has been responsive to public concerns in its use of Guideline #6 and that its mandate does not include revisions to the guidelines at this time. Further, it is recognized that the mandate of the Task Force on Public Violence Against Women and Children covers the Metropolitan Toronto area only. However, to encourage continuing responsiveness and to aid advertisers in developing messages that are both effective and responsible, amplification of Guideline #6 is recommended. In recommending such amplification, we recognize that some products and services are considered by some Canadians to be in themselves exploitative of women and/or men. However, if legally sold, the fact that such products and services are advertised cannot in itself be considered to be contrary to the guidelines or their amplification. Nonetheless, media must continue to exercise appropriate judgement in the content and placement of such messages.

Guideline #6 and Recommended Amplification

"Advertising should not exploit women or men purely for attention-getting purposes. Their presence should be relevant to the advertised product."

- (a) Advertising should not portray men or women in ways which imply or show violence, or which imply or show the excessive submissiveness of one sex to another.
- (b) Advertising should never show or imply a sexual portrayal of a child of either sex, nor portray children in situations of sexual innuendo.
- (c) Advertisers should use discretion in the use of nude, semi-nude, and provocative poses of clothed or unclothed models. In addition, advertisers should avoid the use of implicit or explicit sexual portrayals of either sex which can be interpreted by a significant portion of the audience to be demeaning or offensive.
- (d) Advertisers should be cautious about the use of plays on words, double entendre, verbal innuendo, and sexual humour which may be interpreted by a significant portion of the audience as demeaning or offensive.
- (e) Advertisers should be cautioned that there is an interplay in advertising between the illustration used and the related copy. If the joint effect of illustration and copy causes a substantial audience to perceive the ad as demeaning or offensive, the ad as a whole may be deemed unacceptable under these guidelines.

It is further recommended that:

- 1. The Advertising Advisory Board Committee on Sex-Role Stereotyping consider seeking industry endorsement of the amplification of guideline #6, to be used when assessing complaints.
- 2. Media consider inclusion of the A.A.B. Guidelines and the foregoing amplification in their own advertising acceptability codes.
- 3. Media, advertisers and their advertising agencies make use of the free consultation service provided by the Advertising Advisory Board Committee on Sex-Role Stereotyping when in doubt as to the acceptability of advertising.
- 4. Members of the public avail themselves of the complaint procedure of the Committee to assist in ensuring non-sexist portrayals of men and women.

5. Advertisers and their advertising agencies take steps to ensure that creators and users (or purchasers) of advertising are aware of guidelines.

Members of this Task Force question whether industry self-regulation has proven effective enough to remedy current problems. The complete resolution of this issue may require legislation. Members strongly endorse the decision in the Canadian Radio-Television Telecommunication Commission Report on Sex-Role Stereotyping (Images of Women) to hold a review of the achievement of the goals of self-regulation after the two-year trial period which ends September 1984.

FOOTNOTES:

1. A large body of research exists concerning aspects of the sexual portrayal of women in advertising and includes: analysis of the existence and nature of the portrayal; public concern and protest; consumer attitudes; social effects of sex stereotyped advertising; and relationships between media content and violence. Readers interested in referring to original source materials should consult:

Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising. Lexington, Mass. Lexington Books, 1983.

Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising; An Annotated Bibliography. Cambridge, Mass. Marketing Science Institute, 1980.

George Comstock et. al. Television and Human Behaviour. New York, Columbia University Press, 1978.

2. A large body of research also exists concerning advertising effectiveness issues related to the sexual portrayal of women in advertisements. Readers interested original source materials are referred to:

Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising. Lexington, Mass., Lexington Books, 1983.

Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising: An Annotated Bibliography. Cambridge, Mass. Marketing Science Institute, 1980.

Rena Bartos, The Moving Target: What Every Marketer Should Know About Women. New York: The Free Press, 1982.

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Rosemary Scott, The Female Consumer. New York: John Wiley, 1976.

DRAFT REPORT ON PORNOGRAPHY AND LAW REFORM

SUMMARY OF RECOMMENDATIONS IN THIS DRAFT REPORT

1. Section 159 of the Criminal Code which defines "obscenity" by emphasizing the "exploitation of sex" should be repealed.
2. The Criminal Code should be amended as follows:

- a) to include a definition of pornography to be used as the basis of a new offense;

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof, with a theme of violence for the sexual gratification of another or others, including the depiction of submission, coercion, lack of consent or denigration of any human being where such behaviour can be taken to be condoned.

For the purpose of this definition, the depiction of any person under the age of 16 or who is depicted as being under the age of 16 will be sufficient to deem the material pornographic.

- b) wherever appropriate, the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography".
3. This new definition should be situated under a heading entitled "PORNOGRAPHY" separate and apart from any existing "morals" offenses currently in the Criminal Code.
4. Federal laws which have hitherto incorporated the definition of "obscenity" contained in Section 159(8) of the Criminal Code should be amended to incorporate the proposed definition of "pornography" instead.
5. The Television Broadcasting Regulations of the federal Broadcasting Act should be amended to reflect the premise that pornography is a human rights issue by adding the words "or sex" to Section 6.1(b) so that it reads as follows:

No station, network operator, or pay television licensee shall broadcast any abusive comment or abusive pictorial representation of any race, religion, creed or sex.
6. As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that advocate violence against people.
7. The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material, as defined in this report.

INTRODUCTION

Governments have historically prohibited the dissemination of obscene material because of their concern for the preservation of the moral welfare of the State. Democratic government, it is argued, rests upon the consent of its citizens - its quality and even its existence depend upon civic virtue. Certain vices cannot be tolerated, even in the most liberal society for their spread could lead to the destruction of that society. Without shared ideas on politics, morals and ethics, the invisible bonds of common thought that hold society together will be relaxed and members of society will drift apart.

Yet laws that attempt to reflect the morality of a society are subject to criticism. Morality is relative - it changes from community to community, class to class, person to person and therefore it is impossible to determine exactly what is immoral. The use of laws to enforce one view of morality on a citizenry is an unsavory concept - particularly where the determination of what is immoral is left in the hands of a small group of people.

The use of laws to protect a society from danger is a concept that is more palatable to most people. And this is precisely why laws should exist that proscribe pornographic material because pornography is injurious to women and children.

THE DANGERS OF PORNOGRAPHY

As a form of sexual propaganda, pornography both promotes and encourages the degradation and exploitation of women. Pornography supports the belief that women and children are dehumanized objects to whom no act of degradation or humiliation is of significant harm. Many maintain that pornography is the ideology of a society which creates complacency about rape, wife battering and other forms of violence against women. A society which has been inundated with material portraying women as masochistic and undeserving of protection from violence and degradation is bound to produce men who have internalized these images of women and who integrate them into their own relationships with women. The involvement of children in such portrayals of behaviour is even more suspect.

Pornography is injurious in a number of ways:

1. Pornography has been frequently implicated in the committing of crimes of violence against women and children.
2. Pornography is the vehicle for the dissemination of a false and damaging image of women.
3. The diffusion of such a distorted view of women in our society supports sexist attitudes, and thus reinforces the oppression and exploitation of women and children.

Society's tolerance of pornography, especially pornography on the contemporary massive scale, reinforces each of these modes of injury: by not disavowing the lie, it supports the myth that women are inferior and subordinate creatures. Thus, it contributes to the maintenance of a climate tolerant of both psychological and

physical violence against women and children.

THE LAW

The problem presented by pornographic literature is complex - any attempt at a solution is even more so. A legal solution is complicated by the intermingling of emotionally charged convictions. Lack of an effective objective legal test forces the courts to make what is essentially a moral rather than a legal judgement and to perform a task for which they are not suited and for which they have not been created. Laws that have historically been defended on the basis of morality are maintained for reasons that may have little if anything to do with morality. Alcohol related offenses may have been historically proscribed because of the moral evil associated with alcohol. Yet modern law focuses on the effects that alcohol has in a real sense. The legal system tries to keep drunken drivers off the street not because we find something morally reprehensible about drinking but because we find a lot reprehensible about murder. Historically rape was proscribed because it was an intrusion on the property of another man, today we abhor rape because it is an assault on a woman.

When a law no longer serves any purpose, that law should be repealed. When a law in and of itself is still valid but the reason for such a law has changed, lawyers try to inject new reasoning into judicial opinions. When the judiciary refuses to divest itself of outdated concepts, we attempt to rewrite the law and explicitly state the foundation upon which an act is being proscribed. To get judges to see rape as an assault it became necessary to change the name of the offense to reflect explicitly this view.

Some argue that when you "ban" something you invest it with a special "forbidden fruit" aura, that is, you make it tempting and prurient. This then created a morbid interest in the material. Thus advocates of pornography argue that if pornography is ignored and simply allowed to run its course, people will soon tire of it and its novelty will wear off. It is also argued that the record of repressive legislation is unimpressive.

While society has not been able to prevent drunken driving, vandalism, shoplifting, tax evasion, etc., we do not proceed to make them legal. We seek more effective enforcement measures. Even where the laws may not be relentlessly enforced, their very existence meets two ends: the statutes reflect community censure of a social evil; and they provide a deterrent to some.

THE FEDERAL LAW

The Criminal Code is not presently equipped to deal with the problem of pornography. Section 159(8) reads:

Any publication, a dominant characteristic of which is the undue exploitation of sex, or of sex and any one or more of the following subjects, namely, crime horror, cruelty from violence, shall be deemed to be obscene. (emphasis added)

Sex must be a component of the publication before it can be labelled obscene. This

fixation on what is to be prohibited emphasizes the exploitation of sex rather than the exploitation of people. It is not sex per se that makes pornography objectionable, nor even the explicit representation or depiction of sexual behaviour which many people consider to be degrading to women. Rather it is material that explicitly represents or describes degrading and abusive behaviour for sexual gratification so as to endorse and/or recommend the behaviour as depicted.

The current obscenity section is vague and subjective. The very objective of the law, "to preserve morals" allows convictions of material on the grounds that it shocks or disgusts the judge or jury. Although judges emphasize that material cannot be condemned on these grounds alone, juries have no other criteria to guide them. When judges and juries are without a comprehensive definition of the crime alleged, the defendant is left at the mercy of personal opinion. A law that is not identified in meaningful terms cannot command acceptance.

RECOMMENDATION: Section 159(8) of the Criminal Code should be repealed.

Pornography must be defined to reflect the dangers inherent in the material. The definition and accompanying headings in the Criminal Code should reflect the basis upon which the legislation is grounded. It should also provide police, prosecutors and the courts with some identification of the harm that the legislature is seeking to forestall, as well as an indication of the manner in which the courts should treat offenders.

Finally, if sex itself is allowed to remain "sinful" sex education material, frank discussion of sexuality, information on birth control and abortion could well be found to be obscene. It is important that we do not deprive people of the opportunity to obtain information about sex.

The pornographic material that we are encountering today bears little resemblance to the material that existed in the marketplace when Section 159 was first enacted. In addition the objections to current material have moved away from the premise that "obscene material tends to corrupt morals" (Section 159 is situated under a subheading that "pornographic material is injurious to woman and children". Any attempt at redefining the Criminal Code must eliminate the word obscenity. In effect the Criminal Code should create a new offense, not re-write the old one, for the old one will always carry with it vestiges of its origin.

RECOMMENDATION: The Criminal Code should be amended as follows:

- a) to include a definition of pornography to be used as the basis of a new offense;

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof, with a theme of violence for the sexual gratification of another or others, including the depiction of submission, coercion, lack of consent or denigration of any human being where such behaviour can be taken to be condoned.

For the purpose of this definition, the depiction of any person under the age of 16 or who is depicted as being under the age of 16 will be

sufficient to deem the material pornographic.

- b) wherever appropriate, the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography".

RECOMMENDATION: This definition should be situated under a heading entitled **"PORNOGRAPHY"**.

In order to avoid the problem of giving administrative officials the power to arbitrarily decide what materials reach the general public, this definition of pornography must be incorporated into all legislation that deals in any way with the flow of "offensive literature".

Acts such as the Customs Tariff Act and the Post Office Act are both currently used to deter the flow of various types of material. The Customs Tariff Act empowers the Crown to "seize, destroy, or otherwise deal with goods whose importation is prohibited under Schedule C of the Act." Schedule C prohibits the importation of material "... of an immoral or indecent character." In order to define these terms Customs Officials look to Section 159(8) of the Code to see how the obscenity section has been defined. In addition they look to the sense of community standards reflected in decisions under the Customs Act concerning immorality or indecent matters.

The Post Office may restrict mailing privileges if someone is making unlawful use of the mail. What is unlawful is equated with what is an offense. If the offense charged is mailing obscene literature then obscene will be defined with reference to the Criminal Code.

RECOMMENDATION: Federal laws that have hitherto incorporated the Section 159(8) definition of obscenity should incorporate the new definition of pornography.

There is another approach which needs to be taken when thoroughly discussing law reform. To summarize from a paper prepared by Lisa Freedman, the modern pornographer uses the techniques of the hate propagandist in his portrayal of sex, violence and power. Racists consistently portray blacks or Jews in the stereotype. Pornographers display women in a stereotypical fashion - as objects to be used sexually and then cast aside.

Name substitution, the use of derogatory terms to describe minorities helps people forget that members of these minorities are individual human beings. Pornographers use the same techniques by depicting and referring to women using derogatory terms for female genitalia.

Pornography stresses that women are sexually subservient to men and that women enjoy any treatment which a man may decide to mete out for his sexual gratification. Women do not enjoy pain and humiliation, nor do they secretly want to be raped. Women simply are not avid fans of self mutilation.

Human rights legislation at the provincial and federal level in Canada had its genesis in the drive for racial equality. Hate propaganda against blacks or Jews or other visible minorities is proscribed in the Criminal Code (albeit ineffectively).

Discrimination on the basis of race is proscribed in federal and provincial legislation, including the Television Broadcasting Regulations. "Obscenity" is defined in such a way that it is difficult to develop the argument that it should be proscribed on the basis of human rights principles.

Pornography, as defined in this draft report, is a human rights issue. A minimal first step toward acknowledging this reality would be the amendment of the Television Broadcasting Regulations.

RECOMMENDATION: The Television Broadcasting Regulations of the federal Broadcasting Act should be amended to reflect the premise that pornography is a human rights issue by adding the words "or sex" to Section 6.1(b) so that it reads as follows:

No station, network operator, or pay television licensee shall broadcast...any abusive comment or abusive pictorial representation of any race, religion, creed or sex.

ONTARIO CENSOR BOARD

In light of federal provisions regulating the flow of pornography the question arises as to what justification there can possibly be for provincial censor boards which practice "prior restraint". A system of prior restraint is likely to bring under government scrutiny a wide range of expression: communication is shut off before it takes place; the procedures of the practice do not require attention to the safeguards of the criminal process; the system allows little opportunity for public appraisal and criticism; and the dynamics of the system drive toward excesses. In general any system of prior restraint presents inherent dangers that make it highly disfavoured as a form of regulation.

The justifications for a form of prior restraint take a number of different forms. First, it is argued that the Criminal Code provisions come into play only after the offense has been committed. Indeed, unless the film in question has been confiscated or the exhibition of it has been prohibited, the film can be shown until the obscenity issue is finally adjudicated.

Second, it is contended that a provincial board is required to prevent the circulation of films which are not offensive enough to attract the label "pornographic" but which nevertheless are distasteful to most. As well, provincial boards are needed to preserve local tastes in a way which may not be adequately protected by the Criminal Code.

Third, a censor board is needed to protect the interests of children who are not capable of making responsible choices. To this end these censor boards primarily classify films.

If pornography could be effectively regulated without recourse to a system of prior restraint there might not be any justification for a censor board. The reality is that changes to the Criminal Code are slow in occurring and the efficacy of any new law is not immediately apparent. It takes many years before a solid body of jurisprudence is built up that allows for a critical evaluation of any law.

If we view pornography as a danger to society then we cannot afford to wait five to ten years to see if the problem can be solved through other avenues. The Supreme Court of Ontario has recently ruled that "some prior censorship of film is demonstrably justified in a free and democratic society." The Ontario Censor Board may censor films if The Theatres Act is accompanied by regulations pursuant to its legislative authority or by the enactment of statutory amendments, imposing reasonable limits and standards.

RECOMMENDATION: As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that advocate violence against people.

MUNICIPAL BY-LAWS

Given Canada's constitutional framework, municipal governments are limited in their ability to fight the problem of pornography in their own cities. Many people would state that at the very least they want to keep pornography out of the reach of children and behind some type of a screen so that the unwilling do not have to be subjected to a barrage of violent imagery everytime they walk into a corner store.

Unfortunately the enabling legislation that gives municipalities the power to enact by-laws to achieve these ends is limited. Municipalities may regulate various aspects of "adult" entertainment parlours which are defined as "any premises or part thereof in which is provided, in pursuance of a trade, calling, business or occupation, goods or services appealing to or designed to appeal to erotic or sexual appetites or inclinations."

Services designed to appeal to erotic or sexual appetites or inclinations include:

- (i) Services of which a principal feature or characteristic is the nudity or partial nudity of any person.
- (ii) Services in respect of which the word "nude", "naked", "topless", "bottomless", "sexy", or any other word or any picture, symbol or representation having like meaning or implication is used in any advertisement.

Again we are faced with the problem where authority to regulate focuses on the sexual part of the material, not the violent. Again, the source of the power to regulate is restrictively worded and limits effective legislation to limit pornography.

RECOMMENDATION: The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material.

CONCLUSION

Law Reform will not eliminate pornography from our society. Neither will the disappearance of pornography eliminate the problems that pornography has caused.

The problems in our society and the violence to which women and children are subjected go far beyond imagery. People's attitudes must change and in the long run this will only evolve through positive sex education and positive depictions in all forms of the media.

Human rights legislation in Canada has evolved in response to public opinion and it has also changed public opinion and behaviour. Visible minorities can no longer be subjected (legally) to hate propaganda and discrimination. The time has come for women and children to be accorded the same respect through principles defined legally. Such protection is a crucial part of the whole for which we strive.

PORNOGRAPHY, AGGRESSION, AND VIOLENCE AGAINST WOMEN:

INTRODUCTION TO A BIBLIOGRAPHY

The attached bibliography consists of approximately one thousand references to scholarly articles dealing with the prevalence of, content of, and effects of pornography. Over the past decade, several hundred research centres in the United States, Canada, England and Australia have undertaken over one thousand laboratory and field studies on over one hundred thousand subjects concerning the effects of media depicted aggression, including sexual aggression. These scientists not only come from different countries and have studied different subjects, but also employ a wide variety of methodological approaches stemming from a wide variety of disciplines and theoretical perspectives. The conclusion of this comprehensive literature is inescapable: violent and aggressive pornography is a direct contributor to violent and aggressive behaviour. One of the most prominent scholars in the field summarized this literature in a book published in 1983:

We have now seen that there is a direct causal relationship between exposure to aggressive erotica and violence against women.¹

¹ Edward Donnerstein, "Erotica and Human Aggression", in Russell G. Green and Edward I. Donnerstein (eds.) Aggression: Theoretical and Empirical Reviews, Vol. 2, Issues in Research (New York: Academic Press, Inc., 1983) p. 151.

Some of the highlights of the literature referenced in the attached bibliography are summarized below:

1. Pornography has become a commonplace in our society, reaching even to the corner store and the in-home television set or video-cassette player. The pornography industry is a thriving and growing industry, estimated in many billions per year.
2. The content of that pornography has become increasingly violent and aggressive in its portrayal of sexuality. Estimates of the incidence of violent portrayals on television, in movies, in commercial pornography, and on video-cassette indicate that it has increased from ten to twenty-fold in the last five years.
3. Research in communications and psychology shows that the portrayal of violence in the media contributes to subsequent anti-social behaviour by its viewers. Scientists no longer question this effect; rather they now investigate to what degree antisocial behaviour is elicited, from whom, and under what conditions.

4. Research in experimental settings shows that the portrayal of sexual violence leads to subsequent violence against women. Under certain conditions of arousal, viewing sexual violence causes male subjects to be even more violent toward women than when they view non-sexual violence.
5. Research evidence is growing that so-called 'non-violent' or 'soft' pornography also causes males to behave aggressively toward women, although less intensely than the portrayal of violence alone or the portrayal of sexual violence.
6. While social science shows unequivocally that exposure to violent pornography is a contributor to sexual aggression and violence, the rules of scientific evidence make it difficult, if not impossible, to prove that it is the direct cause of such behaviour. However, as prominent scientists have noted, neither has the Surgeon General unequivocally proven that cigarette smoking is a direct cause of cancer in human beings. Both, however, have accumulated compelling evidence of causal links.

These findings, and many related findings described in the literature, indicate ample justification for our society to take steps toward the elimination of violence and aggressive pornography. Indeed, the evidence of the negative and anti-social effects of such material is so strong that it indicates that it is imperative that we take such steps quickly. The weight of the scientific evidence is such that this Task Force recommends active steps to limit and control violent and aggressive pornography.

PORNOGRAPHY, AGGRESSION AND VIOLENCE
AGAINST WOMEN AND CHILDREN:
A BIBLIOGRAPHY

Compiled by David A. Scott

With the help of Cathy Park & Alice Courtney

June, 1983

FIRST DRAFT

Subject to Revision &
Correction

Note: An overview of the literature
contained in this bibliography
will be forthcoming in July of
1983 along with a revised
bibliography in final form.

DAS

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D R A F T B I B L I O G R A P H Y (Subject to Revision
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Note: A complete copy of the bibliography is available upon request. A copy of Dr. Thelma McCormick's paper Making Sense of Research on Pornography, is also available.

It is to be further noted that several members of the Task Force have expressed concern with regard to the recommendations on censorship.

Report of the Policing Sub-Committee

Task Force on Public Violence Against Women and Children

During the period that the Task Force was called and the Policing Sub-Committee was meeting, the Metropolitan Toronto Police Force (MTPF) has been undergoing a major reorganization as a result of the consulting report of the firm Hickling Johnston Limited. This reorganization will result in the implementation of what is known as the "zone Policing model"; a system designed to make particular officers familiar with areas to which they are assigned and over which they are given full responsibility. The major impact which the reorganization is intended to have in addition to increasing the familiarity of officers with the communities they serve and increasing the familiarity of citizens with the officers serving their community, will be to permit front line police officers to take increased responsibility for the incidents of crime falling within their areas.

Our recommendations in the area of the police organization tend to reinforce some of these intended developments. The timing of the implementation of the new police force structure, coinciding as it has with

the work of the sub-committee, has influenced our ability to make recommendations. We have also made several other recommendations which we consider of considerable importance in assisting the police to better respond to the needs of victims of public violence and which we anticipate should be included in the currently ongoing reorganization process.

The mandate of the police sub-committee, drawn from the Terms of Reference of the Task Force on Public Violence Against Women and Children follows:

2. A review of the current and potential use of the board range of crime prevention programs available through the Metropolitan Toronto Police Force and an examination of ways in which to broaden community participation in crime prevention activities.
7. An analysis of crime statistics of violence against women and children based on geographic, demographic and socio-economic factors which may indicate trends and patterns; and ways in which these crimes are reported and recorded including an assessment of deficiencies in current methods.
9. Consultation with the Metropolitan Police Force on deployment of police personnel as a deterrent to public violence against women and children on the role of Police in responding to women and children who are victims of public violence.

In addition, we included in our mandate, in response to the number of briefs which we received addressing particularly the problems of safety on public transit, an

investigation of the safety of the Toronto Transit Commission system and an examination of the necessity of alternative transportation systems for women and children.

We wish to thank everyone who presented briefs to the Task Force regarding their concerns in the area of policing and street violence against women and children. Their concerns formed the framework for our discussions in committee and alerted us to the areas where victims of street violence against women and children experienced real difficulties in dealing with the MTPF. We have thoroughly discussed the various recommendations made and attempted to address these concerns.

As part of our work an in-depth examination was made of reported non-domestic incidents of violence involving women and children which took place in 1982. Our findings will be presented in further detail in an appendix to this report.

At the outset it is important to state that Toronto is a generally safe city. In comparison with other large metropolitan areas in North America, Metropolitan Toronto has the lowest rate of violent crimes. The actual risk of women and children becoming victims of violence in public places is far less than the perceived risk of becoming a victim. This information is not given as an attempt to dismiss the seriousness of those violent incidents involving women and children but rather it is an attempt to place into perspective the dreadful murders and other violent incidents of the summer of 1982. Our research does not enable us to predict the likelihood of becoming a victim of violence. However, it does enable us to state that these events do appear to be random in where they occur in the city, and that very few other trends appear to be identifiable. Moreover, our review of the statistics does enable us to make recommendations by which the community, governmental and other agencies, and the MTPF can take positive steps toward lowering the actual risk to potential victims.

However, it is also recognized that it is not only the actual risk of danger which will cause women to change their behaviour, by becoming fearful, or adopting a "seige mentality", but also the perceived risk. It is our position that both the perception of risk, as well as the actual risk, deserve a public response.

Therefore, recommendations in this report are put forward as an effort to assist in decreasing the actual risk of public violence against women and children, and, as importantly, to enable the public to acquire an accurate perception of the actual risk.

Crime Prevention

The second volume of the Hickling-Johnston report sets out an envisioned new role and responsibility for the police constable.

"In the future, the Constable will be expected to assume a much larger role in the area of community relations, public education and crime prevention. Simply put, responsibility for the performing of these activities should not be that of specialist resources in the Division, but rather should be incorporated into the day to day responsibilities of all police personnel. In responding to a break and enter call, for example, responsibility for explaining "Operation Identification Program" should be that of the Investigative Constable and not a Crime Prevention Officer. (P.P. 52-53)

It must be also noted, however, that the police cannot prevent crime alone; all police-initiated crime prevention programmes are reliant on public participation and co-operation. The media can also play a positive role in promoting these programmes.

Recommendations

1. Crime prevention must be made a higher priority of the MTPF.
2. A publicity campaign should be launched by the MTPF to increase public awareness of MTPF crime prevention programmes and to increase community participation in these programmes.
3. As a follow-up to the publicity campaign, we recommend that the MTPF encourage the media to alert the community to crime problems and crime prevention techniques in order to ensure continued support for MTPF crime prevention programmes.
4. The MTPF should continue to update their pamphlets, brochures and other materials distributed to the public. This should be done in consultation with the community to be served, in order to ensure recognition of its needs.

5. The MTPF should establish a co-ordinated program for development and distribution of public education materials on crime prevention programmes and community safety issues.

6. The MTPF should identify needs and initiate contact with vulnerable groups, including residential, industrial, and business communities. The MTPF should develop co-ordinated programmes directed specifically at the needs of these groups, and initiate delivery of such programmes.

7. Specific to the safety of children, the MTPF should continue to co-operate with community related programmes dealing with child safety. We also recommend that the MTPF enhance its current safety programmes which deal with traffic and personal safety, by continuing to develop programs directed specifically at child safety needs.

Recommendations in Relation to Police Officers and the Crime Prevention Function

8. The MTPF should supplement the initial training of the generalist constable with courses emphasizing crime prevention methods and victim needs.

9. The Crime Prevention's Officer's training course should be made available not only to all Crime

Prevention officers, but also to all Zone Commanders within the Force. We also recommend that Crime Prevention Officers and Zone Commanders be responsible for training of generalist constables in crime prevention techniques.

10. Crime Prevention training should be built into all in-service training courses.

11. It is important to have capable police officers with an interest to serve as Crime Prevention Officers and those officers interested in this area should be encourage to enter into this vital, proactive role. It is recognized that this type of work takes time to develop in the way of contacts and expertise and this expertise should be given strong consideration in view of promotion.

12. In order to attract and keep the calibre of Officer required to introduce Crime Prevention programmes to the communities, the Crime Prevention Officer's position should be recognized by giving it equal status with that of the Community Service Officer within the Force.

Community Relations

An ongoing, positive relationship between the police and the community served is necessary to ensure that victims of sexual assault are not constrained in reporting of such crimes by a general fear or distrust of police, or the role police play in the criminal justice system. In addition, all communities must be made aware of the role of the police, and the services they can provide.

13. All aspects of the Community Education programmes must be available to non-English speaking communities, including liason with agencies or groups that serve those communities.

14. Police officers should each be issued with business cards containing their name and their telephone number at the police stations where they can be reached. These should be available to be left with members of the public where appropriate.

15. To enhance a positive and human interaction with the public uniformed officers should be required to wear name tags as well as numbers on their uniforms.

16. The civilian station duty personnel hired should be hired with an eye to their interpersonal skills, as well as their organizational and administrative skills. They should be trained to emphasize the community relations function of their work.

Response to Victims

A good response to victims of street violence is necessary from all police officers. This is achieved both through a positive encounter between the victim and the attending police officers and through positive interactions between the attending police officers and front line support service workers assisting the victim. In order to better facilitate such relations we recommend the following:

Recommendations

17. Increased liason must be established between police officers and front line support service staff to familiarize staff of the support agencies with the procedures actually followed by the police in dealing with incidents of public violence. This would equip support service workers to assist victims through the police procedures and court bureaucracy. In addition, the police would be sensitized to the needs of victims, and become knowledgeable about support services available to them.

18. Each police officer should be issued a referral card for his/her use listing available social services within the community. A short synopsis of the nature of the service offered should be included. Telephone numbers of the services should be provided to victims (according to prior agreement with the individual services) whenever appropriate. A Routine Order should be drafted and released by M.T.P.F. to ensure the consistent and proper use of these referral cards.

19. Police officers should receive additional training to sensitize them to the special needs of women and child victims of violence on the street.

Training

It is recognized that the preceding recommendations regarding Crime Prevention, Community Relations and Response to Victims will require extensive training of the generalist constable, zone commanders and other supervisors. The Response to Victims section of such training should place special emphasis upon the needs of victims of sexual assault and physical violence against women and children.

20. These courses should be made available immediately at the C.O. Bick College. These topics should also be made available to the generalist constable in each station in the form of video presentations.

21. Subjects covered should include:

- Purpose of Crime Prevention
- Training the Generalist Constable
- Target Hardening
- Victim Assistance
- Problem Identification
- Problem Solving
- Planning Programs
- Social & Support Services Available
- Crisis Intervention
- Policing a Multi-Racial & Multi-Cultural Community
- Use of Media
- Effective Presentatives
- Communications
- Senior Citizens as Victims
- Merchant Training
- Juvenile Diversion
- Sexual Assault Response Procedure

22. The proposed zone policing model must have an improved job review structure within the M.T.P.F. which emphasizes the crime prevention, community relations and response to victims functions of the police officers new role. Administrative supervision and review must take into account the importance of these functions when assessing the individual officer's performance.

23. All exams for P.C's, Sergeants and Staff Sergeants should include questions which require knowledge of the areas of crime prevention, community relations and response to victims.

Women and the MTPF

We acknowledge the attempts by the MTPF to recruit more women to address and improve its existing ratio of approximately 4% women of the uniformed force. We have examined the employment application and procedures of the MTPF and find that it does not discriminate in any apparent ways against women: applicants must accumulate a certain number of points before reaching the physical fitness and interview stage, and the point system takes into account women's lower average height.

However, recruitment and deployment of women officers is pertinent to our mandate in a number of ways. Many female victims of sexual assault have said they feel more comfortable dealing with a female police officer. It is this Subcommittee's position, however, that every police officer should be trained to be sensitive to a victim's needs. Although increased numbers of female police officers may increase the number of reports of

sexual assaults, because victims see the MTPF as being more "sympathetic", better training for all would accomplish the same goal, across the Police Force. Women officers should not be pulled from their regular duties to deal with such victims. Increased numbers of women officers, however, would ensure a better chance of having a woman officer assigned to respond to such victims as part of her regular duties as generalist constable, or supervisor.

It is important that the MTPF reflect the make up of our community, and the presence of a significant number of female officers may aid in sensitizing some male officers to victims needs.

Finally, the presence of competent officers, who are also female, will aid in the image of women as authority figures, and the self image of women generally: as one of our members put it "When I see a female police officer doing her job competently, I feel competent at dealing with any problems as they arise."

It must be noted, however, that we believe women officers should not be streamed into those areas of specialization dealing with women or children but given equal and full opportunities for career development within the Force.

Recommendations

24 The MTPF must increase its recruitment of women into the women into the force.

We acknowledge that the MTPF is currently undergoing economic restraints resulting in its ability to do no more than replace officers leaving the force. At the same time, an increased effort must be made to actively recruit qualified women, and where female applicants are equal to male applicants, they be given the priority.

25 Women police officers should continue to be given identical job assignments and potential for promotion or special assignments within the force as their male counterparts.

26. Female police officers should be given encouragement and, where equal in consideration to their male counterparts, priority, in attending courses and conferences providing them with better police training and promotional opportunities. Efforts have been made at the MTPF to introduce more females into the policy and planning stages of the department, through hiring of civilians.

27. We recommend that more women, both civilian and uniformed, be introduced at the policy and planning levels of the force. Because the MTPF is currently in flux due to implementation of the Hickling Johnston recommendation, the MTPF will be conducting ongoing evaluations and assessments of the implementation.

28. The MTPF should undertake to include the recommendations of this Task Force in its implementation and evaluation strategies.

29. The MTPF should include women in the ongoing evaluations and assessments of implementation of the Hickling Johnston Report and this Task Force.

Police Deployment

Our analysis of reported occurrences during 1982 indicates no geographical or situational (i.e., subway stations) zones more at risk: the occurrences are random. Therefore, no recommendations are made with regard to increased police coverage in any particular zone or area. In addition, we do not recommend increased recruitment. At present, our police public ratio is one officer to 391 citizens; Calgary with one officer to 510 citizens; Winnipeg with one officer to 544 citizens; Edmonton with one officer to 484 citizens; and Vancouver with one officer to 409 citizens. We support the Hickling Johnston Recommendations regarding the redevelopment of available personnel, through the zone policing structure.

Various briefs recommended that a specialist detective squad to deal with sexual assault victims be instituted. The increased training in dealing with victims recommended above should supersede this need, as well the establishment of Sexual Assault Treatment Centres in each of the 5 Police Districts. A single specialist squad would require unnecessary movement of personnel, police, and support service workers, as well as victims.

A protocol is currently being developed between the police department, support services personnel and hospitals to deal with victims of child abuse. A similar protocol should be developed to deal with adult female victims of sexual assault.

30. We recommend that a protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of M.T.P.F., Crown Attorneys, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedure of the M.T.P.F.

Data Collection and Processing of M.T.P.F.

Hickling Johnston has recommended an increased use of contemporary technologies in the M.T.P.F.'s information and communications. For the purposes of public information and strategic planning, information currently available only through manual search, should be included in the data collection system.

29. We recommend that the updating of the data collection technology of the M.T.P.F. include a revision of the coda schema and nature of the data coded to permit rapid computer searches for information which presently can be obtained only through manual search (for example, the relationship of an alleged offender to a victim, the method of approach, and so on). Such an updated coding schema will serve both the M.T.P.F. Management Information System and Strategic Planning System and the public seeking information.

SAFETY AND THE TORONTO TRANSIT COMMISSION

"Transit crime is high profile crime."

In 1982 the Toronto Transit Commission carried 401,150,000 revenue passengers through their 240 square miles of area and 1300 km of routes. During 1982 there were 881 criminal offences against passengers reported to the police. One incident may result in the laying of more than one criminal charge, but even if each offence represented one incident, this would be an average of less than two criminal offences per day throughout the entire system, which carries in excess of one million passengers per day.

Our investigations indicated a high degree of concern and responsiveness on the part of the Safety and Security Department of the Toronto Transit Commission. The Toronto Transit system is policed by the Metropolitan Toronto Police who make regular patrols and respond to calls for assistance from the public concerning incidents on the transit system, either made by the citizen or by the Transit personnel at the request of citizens. In addition, Toronto Transit Commission plain clothes Security Investigators patrol the system during all operating hours.

The Toronto Transit system is remarkably safe by any standards. Of the 881 offences reported to the police in 1982, 52% involved reported thefts: 34% or only 299 offences involved some form of assault; 94 or 10% were reported indecent acts and the remaining

48 involved a wide range of other offences. These figures take into account incidents in commuter parking lots and at transit shelters as well as on the system itself. Incidents of assault frequently involved persons known to each other prior to coming on the transit system.

Because transit crime is high profile crime, there is an unfounded public perception of the degree of dangerousness which exists on the transit system. The Toronto Transit Commission also suffers from a public willingness to tie incidents of crime occurring off transit property but in the environs of transit facilities or involving persons who have left transit vehicles, to the picture of a dangerous transit system. The perception of dangerousness is not reflected in the figures of crimes reported to the police.

The briefs presented to the Task Force on a number of occasions suggested an alternate transit system be established for women and children to provide door to door service in the evenings. We took as our model for an examination of this possibility the Dial-a-Bus system which had a short-lived existence in 1973 and 1974 in Metropolitan Toronto. Dial-a-Bus was a prohibitively expensive system which in fact was used mainly during peak periods of normal transit use, and died a quiet death through under-utilization. As a commercial venture, a women's mini-bus service would not be feasible: publicly funded it would be in deficit and would undermine the major transit system by removing its revenues. Our examination of this

program has resulted in our conclusion that an alternative system would not be viable and that the resources available should be concentrated on improving the safety and confidence of the public in using the current Toronto Transit system.

At present, the Toronto Transit system has incorporated a number of safety features. Transit personnel operate in co-operation with emergency response agencies such as the Police, Ambulance and Fire Departments through the Transit Control Centre which has instant communication between radio-equipped Toronto Transit Commission Mobile Supervisory and Maintenance Vehicles, subway train crews and emergency response personnel.

All subway cars are equipped with yellow Passenger Assistance Alarm strips, located above the windows. These are to be used by passengers witnessing or experiencing any kind of emergency. The pressing of the alarm activates audible signals in the car and in the Motorman's and Guard's cabs, and activates an indicator light on the exterior of the "incident car." Police are called immediately, as are any other necessary emergency personnel, to be available at the next station. In 1982 the alarms were used 445 times, including 183 security related incidents. Subway stations are equipped with public telephones, which include coin free access to 911.

Complaints of improper lighting are responded to immediately.

All surface vehicles are equipped with an emergency alarm system which can be activated by operators. When the alarm system is activated, the horn will sound, emergency flashers stoplights and/or gongs sound and lights pulsate, drawing public attention to the vehicle.

A new system called Communications Information System has been introduced to some 200 buses in Toronto which provides bus drivers with direct communication to notify authorities of the need for assistance. This Communications Information System has proved highly effective and is considered to have a high deterrent effect.

There appears to be a very low reporting rate of criminal incidents on the transit system. Policing the transit system is part of the function of the Metropolitan Toronto Police and citizens can only be encouraged to report criminal incidents involving themselves or coming to their attention. The Toronto Transit Commission has prepared a brochure entitled Transit Safety which is currently being distributed in English to inform the public of the procedures for safety available on the Transit system.

RECOMMENDATIONS

30. That the installation program of the Communications Information System capability in all surface transit vehicles be accelerated.

31. That the Metropolitan Toronto Police Department continue to ensure the inclusion of Transit facilities within the areas designated for Police Officers.

The visibility of Metropolitan Police Force personnel on the transit system provides an effective deterrent and instills increased public confidence in the system. The introduction of zone policing should ensure familiarity of Police Officers with potentially dangerous areas around transit facilities which require increased surveillance.

32. That the Toronto Transit Commission continue to provide informational talks to schools and interested public groups on the ways of reporting crime and the safety features of the transit system.

It is recognized that transit schedules are drawn up in order to satisfy the anticipated passenger traffic along a total route and to make adjustments at one point undoubtedly impacts upon the time of arrival at the other stops along the way, and at transfer points. The Toronto Transit Commission has attempted to be responsive to consumer requests in terms of the scheduling of their surface vehicle routes to coincide with major use, particularly in isolated districts such as industrial areas. There is a strong commitment to continue this responsiveness.

33. Where appropriate the Toronto Transit Commission should attempt to make these public information sessions available in languages other than English.

34. It is recommended that commercial and industrial employers communicate with the Toronto Transit Commission's Community Relations Department to confirm the availability of transit service at the end of work shifts, and if necessary consider minor adjustments to hours of work which might be beneficial to their employees.

CRIMINAL JUSTICE COMMITTEE - PRELIMINARY REPORTMembership

The membership of the Criminal Justice Committee on the Task Force on Public Violence Against Women and Children included representatives from the Faculty of Law - University of Toronto, the Toronto Criminal Defence Bar, the Metropolitan Toronto Police Force - Investigative Support Squad and Bail and Parole Unit, a Correctional Services Representative for the Salvation Army and the Toronto Crown Attorney's Office.

II Objective

The Criminal Justice Committee was asked to examine areas within two of the nine terms of reference of the Task Force. Specifically, the committee was concerned with:

1) An assessment of the effectiveness of the criminal justice system in deterring public violence against women and children including the prosecution of offenders, and the role of corrections, probation and parole systems.

2) An assessment of existing and emerging services available and additional services required to assist victims of public violence within the criminal justice system.

It is perhaps trite to make the point that any services provided to smooth the victim's course through the justice system serves two purposes - 1) increasing the likelihood of crime reporting and subsequent apprehension of the offender; and 2) increasing the effectiveness of any subsequent prosecution and the likelihood for the ultimate conviction of the offender.

The Criminal Justice Committee approached its task on the basis that the main function of the Task Force was to deter public violence. The Committee is of the view that this objective can be considered in relation to the criminal justice system under three headings:

- i) Effective Prosecution of Offenders
- ii) Effective Judicial Disposition of Offenders, and
- iii) Public Confidence in our current Justice System

The Committee has also attempted to address certain concerns expressed during the public hearing including the following:

- i) inadequate sentences imposed for convicted offenders
- ii) treatment of the victim/witness by the justice system, and
- iii) early prison release programmes (eg. Parole, Mandatory Supervision, Temporary Absence Passes). These were analysed in light of the recent publicity surrounding violent offences committed by convicted offenders released under such programmes.

Effective Prosecution of Offenders

A) Reporting Criminal Offences

The Committee believes that the prompt reporting of criminal offences by the victim is one of the most important factors in deterring public violence. Historically, sexual assaults have had a very low rate of reportage. The Committee believes that every effort should be made to change this pattern.

Recommendations

- 1) Every publicly funded and volunteer support service should recognize its responsibility to encourage the reporting of crime by the victim.
 - 2) Every support service must be educated to stress the importance of reporting and should support the reporting of crime by victims. Such support services should also be kept up to date with respect to the consequences to the victims upon reporting. Such education will allow the support worker to alleviate some of the fears about reporting.
 - 3) There should be further liaison and discussion between the Rape Crisis Centre and both the Police Force and the Crown Attorney's Office in this regard.
 - 4) Existing written materials prepared by the various support services, such as a booklet prepared by the Rape Crisis Centre entitled "Police Liaison Handbook", should be reviewed and updated where necessary, especially in light of some of these recommendations.
- In the past, some of the stated reasons for the non-reporting of crimes by victims have been:
- a) fear of publicity
 - b) fear of not being believed
 - c) fear of the court ordeal
 - d) fear of reprisals by victim's assailant
 - e) belief that the offender will in most cases be acquitted

In an attempt to address these concerns, the Committee recommends the following:

5) With regard to the fear of publicity, it is recommended that the Assistant Crown Attorney's be required to request a ban on publication of the victim's identity, as provided for in the Criminal Code.

6) With regard to the fear of not being believed, it is recommended that police officers investigating such crimes committed against women and children be specially trained to be aware of and sensitive to the needs of these victims.

7) With regard to the fear of the court ordeal, it is recommended that the existing policy within the Crown Attorney's Office providing for continuity of prosecutor assigned to individual cases be reaffirmed and adhered to. The alleviation of this fear is also addressed by the recommendation in relation to the victim/witness support pilot projects - see recommendation 12.

8) With regard to the fear of reprisals, it is recommended that there be further public education with respect to the present judicial interim release provisions and experience (eg. most persons charged with serious violent sexual crimes are not granted bail or at the very least, are required if released to have no contact with the victim, such contact constituting a further offence).

9) With regard to the belief that the offender will in most cases be acquitted, the Committee believes that as a result of the special training recommended for police officers, increased sensitivity on the part of police officers will lead to more complaints being determined to be "founded", resulting in the laying of criminal charges. Further, it is recommended that there be public education with respect to recent statistics of conviction rate. A review of all sexual assault cases prosecuted in Metro Toronto before a jury undertaken in 1979 revealed a conviction rate of approximately 75% (including guilty pleas and convictions for included offences)

The Committee believes that a positive approach to reporting taken by the first person having contact with the victim is important because the victim is in a state of crisis, feeling helpless and vulnerable.

B) Victim/Witness Support

Recommendations

10) The Committee recommends a review of the existing provision for payment of witnesses and amendments to The

Administration of Justice Act, increasing such payment.

Currently, witnesses travelling to Court from within the boundaries of Metro Toronto receive \$8.50 for a court attendance.

Expert witnesses currently are entitled to a fee of within \$15.00 or \$40.00 (medical) unless special arrangements are made by the Crown Attorney's Office.

11) Transportation and babysitting services ought to be provided by victim/witness support services to reduce the inconvenience of attending to testify.

12) The Committee recommends that the feasibility and funding of some of the existing witness support pilot projects be studied. The Ministry of the Attorney General has recently done experimental work in this field, including programmes to keep the witness apprised of the status of the case and required court attendances.

13) The Committee recommends better funding of the existing support services and also the funding of additional victim support services, recognizing that existing services do not provide the necessary services for all victims. eg. non-sexual offence victims, children, the elderly; eg. court support.

14) The Committee recommends the continued funding of the Salvation Army programmes designed to provide victim support services. This includes their "Court Setting Model" (a formal example of such model is in operation in London, Ontario). Their "informal model" (already in place in the Metro Toronto Provincial Courts) and their "Etobicoke model" has been in operation since August, 1980 as a pilot project of the Ministry of Correctional Services. This last project was a community based volunteer programme co-operating with two police divisions and providing a 24 hour on call service. A report of this project is available. It is further recommended that the Salvation Army should be represented on the Support Services Advisory Board, if established.

C) Adequate Police Investigation

The Committee recognizes the need to provide the victim of violent crime with sympathetic and supportive treatment from the police. It also recognizes the need for the skillful investigation of violent offences to improve chances of conviction. Finally, the Committee identified a possible need for the co-ordination of the investigation of sexual offences on a Metro-wide basis.

The Committee recognizes the need to provide the victim of violent crime with sympathetic and supportive treatment from the police. It also recognizes the need for the skillful investigation of violent offences to improve chances of conviction. Finally, the Committee identified a possible need for the co-ordination of the investigation of sexual offences on a Metro-wide basis.

Recommendations

15) There should be an assessment of the feasibility of a sexual assault squad or a sexual assault resource centre.

The Committee is aware of the fact that an extensive study was done by the Metro Police with respect to the feasibility of a "Rape Squad" in 1975 and that the report was reviewed in 1981.

16) This new assessment should be done by a committee composed of members of the Police Force, Victim Support Services and the Crown Attorney's Office.

17) The recent Vancouver experiment with a specialized squad should be investigated.

18) The Committee recognizes that children as victim/witnesses present unique problems. Therefore, it is recommended that the report of the Metro Chairman's Committee on Child Sexual Abuse be considered where adaptable to situations of public violence against children.

D) Effective Judicial Disposition of Offenders

In considering general public concern expressed with respect to the sentencing of convicted offenders, it was the consensus of the Committee that the real problem in deterring violent crimes was not the early prison release programmes with their inherent failures. The Committee did look briefly at Bill S-32 which contains proposed amendments to the Penitentiary Act and the Parole Act. These proposed amendments attempt to deal with situations arising when an inmate is released subject to "mandatory supervision" or parole and does something subsequently during the balance of his sentence that causes his parole or mandatory supervision to be revoked (sometimes the commission of another offence). Essentially, in such situations, it proposes that such inmates forfeit all remission (earned and statutory) standing to his credit at the time of his release and that limitations be placed on further eligibility for remission once recommitted.

The Committee also considered the present problem of "gating" in relation to violent offenders forced to be released under mandatory supervision and then immediately recommitted.

It is the consensus of the Committee that the Task Force should focus its concern on other aspects of the dispositional stage, keeping in mind that a dangerous offender will sooner or later always be returned to the community with the imposition of a determinate sentence. It is the understanding of the Committee that the differences in supervision provided to inmates released by parole or mandatory supervision are minimal and further that the rate of recidivism is about the same regardless of the aspect of early release. Therefore, the Committee believes that alternatives ought to be considered.

Recommendations

19) The Ministry of the Attorney General undertake current sentencing practices and the effectiveness in deterring crime. Sentencing practices should be considered in relation to the following offences: homicide, assault, sexual assault, robbery (eg. purse snatching).

Sentencing precedents in relation to these offences should be compared among urban areas across Canada, compared over the past few years and compared to other violent crimes not effecting women (such as bank robberies), and property offences to determine significant trends.

20) This review of sentencing precedents with any apparent trends ought to be made available to every Assistant Crown Attorney to enable them to make effective submissions to the sentencing judge.

21) Such evaluation should also look at the acquittal/conviction statistics over the past few years for those prosecutions for offences committed against women and children. This would help to discredit the myth held by support workers and victims themselves that the offender in most cases is acquitted.

22) The Committee recommends further that the focus be on more effective rehabilitations of offenders to reduce the chances of inevitable release of dangerous offenders not rehabilitated during their incarceration. In this regard, it is acknowledged that there are generally two types of offenders and that this distinction is important when considering the problem of rehabilitation. The "one time rapist" is usually deterred by a period of imprisonment. However, it is recognized that presently, the likelihood of rehabilitating dangerous psychopaths in the prison system is slim. Therefore, it is recommended that funds be made available to study the factors responsible for causing such deviant behaviour and the improvement in predicting dangerous psychopaths and identifying recidivists. The Committee also recommends that the Criminal Code be amended to provide for the incarceration of dangerous psychopaths in psychiatric facilities within the correctional system.

23) The Committee advocates more awareness of the potential use of the "Dangerous Offender" provisions in the Criminal Code. These provisions essentially provide for the imposition of a sentence of detention in a penitentiary for an indeterminate period, with review by the Parole Board after the first three years and every two years thereafter. The essential provisions are set out in sections 687 and 688 as follows.* It is the Committee's belief that if the Dangerous Offenders provisions in the code are used in the appropriate cases, there will be a lessening of the current problems surrounding mandatory supervision.

24) The Committee recommends that an in-depth study be done exploring the present use of those provisions, identifying any problems with these provisions since significantly amended in 1977. There should also be consultation with the psychiatric community with respect to its role in the use of those provisions.

25) The Committee recommends that in cases of conviction for crimes of violence the Attorney General implement a policy directing Assistant Crown Attorneys to request a period of probation in addition to any sentence in a provincial institution.

The reason for this simple recommendation is to fill an existing gap acknowledged by the Metro Police. Without some form of probation the Metro Police are not advised of an inmates release date and return to our community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return.

26) The Committee reviewed the material available to the Parole Board and used by that group in making its decision on parole of inmates. We recommend that both Metro Police Officers and Assistant Crown Attorneys be encouraged to submit in writing any comments from the Bench at the time of sentencing with respect to suitability for parole. Also, any concern expressed by the victim with respect to retaliation after release should be reported. This and any other information would assist both the Ministry of Correctional Services and the Parole Board in placing the inmate in the corrections system and considering him for day passes and parole. Such information should be sent to the Chief of Police - Attention Bail and Parole Unit, with a copy to the Parole Board.

E) Public Confidence in Our Current Justice System

It is recognized that public confidence in the Justice System is a key factor in deterring violent crime. Increased confidence will result in increased reporting of offences and more effective prosecution. Beliefs that sentences are inadequate, that the Court process is an ordeal or that the early prison

release programmes are being abused by recidivists cause an erosion of public confidence in our current justice system that indirectly influence its effectiveness.

Recommendations

27) It is recommended that a public education campaign be maintained to upgrade public knowledge of the functions of the justice and correctional systems.

28) We recommend that the Ministry of the Attorney General or some other appropriate body monitor the impact of the recent Criminal Code amendments (January 4, 1983) abolishing the references of rape, attempt rape, indecent assault female and male and sexual intercourse with a feeble minded female and replacing those with the general offences of sexual assault and aggravated sexual assault; in terms of increased reporting and public confidence in the justice system.

Interpretation

DEFINITIONS — "court" — "serious personal injury offence".

687. In this Part,

"court" means the court by which an offender in relation to whom an application under this Part is made was convicted, or a superior court of criminal jurisdiction;

"serious personal injury offence" means

(a) an indictable offence (other than high treason, treason, first degree murder or second degree murder) involving

(i) the use or attempted use of violence against another person, or

(ii) conduct endangering or likely to endanger the life or safety of another person or inflicting or likely to inflict severe psychological damage upon another person,

and for which the offender may be sentenced to imprisonment for ten years or more, or

(b) an offence mentioned in section 144 (rape) or 145 (attempted rape) or an offence or attempt to commit an offence mentioned in section 146 (sexual intercourse with a female under fourteen or between fourteen and sixteen), 149 (indecent assault on a female), 156 (indecent assault on a male) or 157 (gross indecency). 1976-77, c. 53, s. 14.

Dangerous Offenders

APPLICATION for finding.

688. Where, upon an application made under this Part following the conviction of a person for an offence but before the offender is sentenced therefor, it is established to the satisfaction of the court

(a) that the offence for which the offender has been convicted is a serious personal injury offence described in paragraph (a) of the definition of that expression in section 687 and the offender constitutes a threat to the life, safety or physical or mental well-being of other persons on the basis of evidence establishing

(i) a pattern of repetitive behaviour by the offender, of which the offence for which he has been convicted forms a part, showing a failure to restrain his behaviour and a likelihood of his causing death or injury to other persons, or inflicting severe psychological damage upon other persons, through failure in the future to restrain his behaviour,

(ii) a pattern of persistent aggressive behaviour by the offender, of which the offence for which he has been convicted forms a part, showing a substantial degree of indifference on the part of the offender as to the reasonably foreseeable consequences to other persons of his behaviour, or

(iii) any behaviour by the offender, associated with the offence for which he has been convicted, that is of such a brutal nature as to compel the conclusion that his behaviour in the future is unlikely to be inhibited by normal standards of behavioural restraint, or

(b) that the offence for which the offender has been convicted is a serious personal injury offence described in paragraph (b) of the definition of that expression in section 687 and the offender, by his conduct in any sexual matter including that involved in the commission of the offence for which he has been convicted, has shown a failure to control his sexual impulses and a likelihood of his causing injury, pain, or other evil to other persons through failure in the future to control his sexual impulses,

the court may find the offender to be a dangerous offender, and may thereupon impose a sentence of detention in a penitentiary for an indeterminate period, in lieu of any other sentence that might be imposed for the offence for which the offender has been convicted. 1976-77, c. 53, s. 14.

Urban Design Sub-Committee

Membership

The Membership of the Urban Design sub-committee of the Task Force on Public Violence Against Women and Children includes urban planners from the private sector, the City of Toronto, Metro Toronto, York University and Ryerson Polytechnical Institute. Also included are representatives from the Toronto Transit Commission, the Toronto Taxi Association, Toronto Hydro, Landscape Architecture and Property Management (U.D.I.).

The sub-committee's initial task was to canvass the opinions and experience of its members on where violent attacks take place and what measures of a physical kind should be instituted and maintained in response. The functional areas covered included street lighting, design of streetscapes, landscape elements, transit operations, taxi operations, the management of apartment buildings and the activities of "Neighbourhood Watch".

A major portion of the sub-committee's work involves a site analysis of locations in Metro where crimes of public violence have occurred. These sites will be visited by a working group to determine what lessons can be learned from the physical circumstances at each location.

The statistical information is being prepared by the Records Division of the Metro Toronto Police Department. Summaries of twenty-nine violent assaults against women and children in 1982 will be analysed.

For a number of reasons the Urban Design sub-committee got off to a slow start. In view of this, the findings of all the above activities will be incorporated in the final report.

PUBLIC EDUCATION SUB-COMMITTEE

INTRODUCTION

MEMBERSHIP

The membership of the Public Education Committee of the Task Force on Public Violence Against Women and Children included representatives from educational institutions, government, community based women's organizations, professional groups and the Metropolitan Toronto Police.

PUBLIC VIOLENCE IN OUR SOCIETY

The Public Education Committee decided that public violence against women and children was a continuum of behaviours that included violence in advertising, sexual harassment, pornography and sexual assault. We agreed that these behaviours are being supported by a set of societal attitudes that tend to make invisible, to ignore, accept, condone and/or sometimes promote these various forms of violence.

We appreciated the need to differentiate the work of this Task Force from that of the Metropolitan Chairman's Special Committee on Child Abuse. However, we shared a concern about the effects of separating public violence against women in general when the root causes are the same. We also saw public violence being equated with "sexual assault by a stranger" and were concerned that other forms of violence against women, such as acquaintance rape and sexual abuse of clients by professionals, might be ignored.

PUBLIC EDUCATION

The magnitude of the task of addressing the public education needs of our community around this issue is reflected when one looks at the pervasiveness of violence in our society and the variety of faces that it wears. The magnitude is also reflected in the size and the diversity found within Metropolitan Toronto with its great number of constituencies to be served. We targeted populations which would have specific educational needs around our area of concern and these included the various ethnic populations, young children, adolescent males and females, elderly women, low-income women as well as disabled - the mentally and physically handicapped women. Adult males were also targeted in recognition of the need for public education that addresses those who perpetrate the violence, those who support the violence with their attitudes as well as those who are very often part of the informal and formal support systems for victims of violence.

A review of the available public education resources addressing the issue of violence against women and children in Metropolitan Toronto was conducted by the Committee. It was hoped to be a representative, not an exhaustive, review.

It was found that much of the public education in this area was being done by the police and directed toward the prevention of physical violence. It was agreed that the educational component of the Block Parent program was important for both the children and for the adults involved.

Two of its other popular programs, 'Neighbourhood Watch' and 'Women Alone'

were also evaluated. 'Neighbourhood Watch', although it is a crime prevention program, has a distinct focus on property protection and it was felt that it could not easily include or become a program to prevent violence against women and children as had been suggested without extensive revisions in training procedures and in program materials. The 'Woman Alone' program has been very popular but there was concern expressed in the Committee about the "barricade" or "run" message. The focus on women as "victims" of physical violence and the use of "never" and "avoid" statements seemed to reinforce women's feelings of powerlessness and self-blame. There was also a lack of reflection of the needs or circumstances of low-income women.

In addition to the police education programs, public education programs around violence against women (and children) have been and are being provided by a number of community based services, (as well as to a limited but growing extent) by educational institutions and their affiliated organizations.

The community organizations that grew in direct response to the needs of women have a sound knowledge base from which to provide programming around self-defense, rape, pornography, etc.

The extent of their public education work was often restricted by a lack of adequate and appropriate funding and there seemed to be a limited recognition and understanding of their knowledge and expertise. With the supportive and concerned participation on our Committee of the Metropolitan Toronto Police representatives, there was cautious optimism expressed about increased co-ordination between the police and community based services around the development and provision of public education initiatives. We hope that the recommendations foster that.

The involvement of the Public Education Committee in the production of a new booklet, Sexual Assault, written by the Metropolitan Toronto Police was seen as a positive model of this cooperative programming and the committee felt this booklet set a new, more positive tone for future police public education.

Most of the public education material reviewed by the committee did not adequately reflect the multi-cultural nature of Metropolitan Toronto's population or the limited literacy levels of many of its English speaking residents. The excellent information on the above-mentioned booklet on Sexual Assault for example, cannot be easily understood by the many thousands of English speaking and immigrant people in Toronto who cannot read English fluently.

The Committee also found little material addressing what is deemed essential long-term societal and attitudinal change.

A very positive model for public education programming has been presented by the Preventative Education Project of the Metro Chairman's Special Committee on Child Abuse. In its school curriculum, it includes parent and teacher educational sessions as well as programs directed to the children. It is hoped that this may provide a guideline to the Boards of Education for other programming initiatives around violence against children.

We saw the Task Force itself as an important vehicle for public education. Its very existence focused community attention on the issues. In our committee, in addition to using the Task Force as a tool for public education as we went into the community, we were aware of its importance within our committee as it allowed for the continuing education, information sharing and support of the members. We thought that the model of an ongoing community body directed to the issue of violence against women and children was an important one.

RECOMMENDATIONS

The Public Education Committee was agreed that a community commitment of resources was essential in order to mount broad based, effective public education initiatives that must be a fundamental component of this attempt to make Metropolitan Toronto a safer place in which to live. While some attitudinal change was possible in the short-term, long-term attitudinal change directed toward the next generation is necessary and we have identified the school boards as the appropriate vehicle for that. Therefore, the first set of recommendations are specifically addressed to the school boards within Metropolitan Toronto around these long-term goals as well as around meeting the more immediate educational needs in this critical area of the populations they serve.

The second set of recommendations focus on the larger Metro community - specifically on methods to provide a coordinated public programming and materials available to the English and the non-English speaking communities and to support the educational activities of existing services and groups.

1 RECOMMENDATIONS TO THE SCHOOL BOARDS OF METROPOLITAN TORONTO

The Public Education Committee, recognizes that the school, while regarded as the nucleus of community activity, is also regarded as an extension of the home and community and therefore the Committee has emphasized the need for the school and community to cooperate in dealing with violence against women and children. Several of the recommendations suggest that school staffs, community organizations, residents and parents work together in various combination in planning and implementing some of the programs.

The Committee also recognizes that some school boards already have established specific policies which will help employees and students recognize the worth of each person, regardless of his or her sex. For example, the Toronto Board of Education had an "Advisory Committee on Bias" consisting of Board and community representatives working together to combat bias in the school curriculum. The North York Board of Education and the Toronto Board of Education have a Women's Studies Department, consisting of personnel assigned to deal with women's issues and sex bias. The Scarborough Board of Education has an Affirmative Action representative, as does the Toronto and the North York Board of Education as well as the Metropolitan Separate School Board. But for each board there is a challenging and necessary mandate being presented in these recommendations to work toward short-term and long-term societal change.

RECOMMENDATION S-1

That school boards implement policies directed toward the reduction of violence in the school communities including the abolition of Corporal Punishment.

In addressing the role of the school boards in this attempt to reduce violence in the community, it was somewhat startling for many Committee members to learn that some Metropolitan Toronto School Boards had not abolished Corporal Punishment - even after the publication of Ministry of Education guidelines explaining the need to do so and the continuous stream of evidence pointing to the powerful effect that modelling violence can have on young people. An evaluation and needs assessment within each school board around ways to reduce violence would seem to be a beneficial endeavour.

RECOMMENDATION S-2

That school boards establish policies to eliminate sex bias from curriculum and program materials.

RECOMMENDATION S-3

That school boards establish an Advisory Committee to deal with the issue of sex bias by:

- a) reviewing current curriculum and learning materials for sexist contents;
- b) establishing criteria from the selection of new bias-free learning materials.

RATIONALE

Within the schools it is necessary to find effective ways to work against the sex-role stereotyping and sex bias that perpetuates those practices and attitudes so prevalent in our society which suggests that women are inferior while men are powerful and dominant.

In spite of women comprising over 52% of the Canadian population at the present time, they are in the minority in many positions of responsibility, lack economic recognition for their worth and contribution, and are often discouraged from exploring their strengths. This situation contributes to the myth that women are weak and helpless and unworthy of recognition. As a result, women are associated with submissive roles and like children often they become the victims of violence because the aggressor's perceived dominance connotes strength and power. Sex bias within the school curriculum reinforces a stereotypic view of females that has such a negative impact on women in our society.

Efforts directed toward equalizing the sexes will go a long way toward eroding the supports of much violence, both domestic and public, since the perpetrators of violence often attack those they consider inferior and weaker. With the elimination of sex bias from the curriculum, students could grow with the concept that men and women are equal and could then work together in a humane, harmonious environment.

AREAS OF CONCERN

Currently, a Ministry of Education policy regarding bias in schools is in effect. This policy requires that "...books and other learning materials be free from bias." (Race, Religion and Culture in Ontario School Materials. Ontario Ministry of Education, 1982 p.4). It is hoped that school boards, through their actions around adherence to this policy, ensure that employees and students are aware of the immediate and long-term effect, of sex-role stereotyping and sex bias.

The sex bias is most evident in the following areas:

Language:

Language perpetuates negative images of women and girls through for example:

- a) generic words such as "mankind", "early man", "chairman", "man made", etc. which suggest women have not, and do not, contribute to the development of civilization; and
- b) the constant use of the masculine "he" which excludes women and girls, while recognizing and emphasizing the importance of the male.

Learning Materials:

Girls and women are under-represented in learning materials. Boys and men are usually the main subjects of texts and pictures in school books. Males are usually portrayed as responsible persons who are assertive, ambitious, intelligent and competent. In comparison, girls and women, when they are represented, are often stereotyped as incompetent, timid, passive and submissive.

General Practices:

An examination of the practices traditionally endorsed shows:

Boys and men have generally been encouraged to be assertive and to develop leadership skills, while girls and women have been expected to be well-mannered, quiet followers. Often at home, work and in the learning environment, men and boys assume, or are given, responsible and important tasks, while women and girls tend to the less important "helping" tasks. If responsible, worthwhile tasks and activities are assigned equally to both males and females, it would help students recognize their own self worth and the worth of others.

Attitudes

Examples of stereotyping attitudes are pervasive. Traditionally, a high emphasis has been placed on the career plans of boys, while the career plans of girls are often neglected. Boys have been encouraged to take challenging subjects such as mathematics or science, while girls have been allowed, and

sometimes encouraged, to drop such subjects as soon as they become optional. Because of the tendency to classify some skills or sports as "feminine" or "masculine" males and females have been discouraged from pursuing activities traditionally associated with those of the opposite sex. Males dominate team sports, technical occupations, executive positions, etc., while females are usually grouped in the arts, clerical positions, nursing, etc. A bias-free learning and home environment can only be developed if attitudes are examined and those stereotyped attitudes which limit the full potential and worth of women and men are exchanged for those which are tolerant and supportive.

RECOMMENDATION S-4

That school boards designate a person to be responsible for educating the school and community personnel around the issues of violence against women and children.

RATIONALE

If both long-term and short-term goals are to be addressed, it was clear that there was a need for an extensive variety of programming to be formulated which is not in place at the present time. The Education Committee feels that to make this an added responsibility for existing staff would, because of the work overload, severely limit the effectiveness of the program delivery. With the important liaison functions with the community groups and the community services, as well as with school personnel, to be performed, the demands of the job certainly seemed to merit the appointing of a full-time person to this position.

FUNCTIONS

- I Ensure the development and implementation of programs related to the topic of violence against women and children.
- II Compile and distribute updated information on:
 - a) available resource personnel who are specialists in dealing with the topic of violence; and
 - b) available resource materials and activities on violence suitable for use with students of particular ages and levels of maturity.
- III Organize professional development sessions dealing with sex bias for all employees at specific times - such as on Professional Activities Days.
- IV Liaise with representatives from the community in order to develop strategies for the personal safety of women and children by:
 - a) helping community residents and teachers to work together in opposing the publication of pornography and violent materials;
 - b) helping residents to establish a neighbourhood watch group, intent on preventing the dissemination of pornography and violent materials;
 - c) helping residents establish "safe" communities; and

- d) lobbying governments, publishers and distributors to bring about changes.
- V Establish a committee composed of a group of school board employees, to liaise with parents and other groups in the community around developing strategies for the personal safety of women and children.

RECOMMENDATION S-5

It is recommended that:

School boards improve the status of their female employees through the establishment of Affirmative Action policies.

RATIONALE

Women employed by school boards are under-represented in position of responsibility. This situation perpetuates the attitudes that women are inferior - incapable of leadership, or of contributing to major decision-making processes within the organizations. Students identify with role-models, and it is important that they are provided with both male and female leadership models. Women employees should be encouraged to apply for positions which will allow them to develop different skills which will make more jobs accessible to them.

FOCUS OF IMPLEMENTATION

It is important that the following issues be addressed in the policy:

- a) the assignment of more women to positions of responsibility;
- b) the opportunity for women to be assigned to traditionally male dominated employment areas, such as engineering and maintenance; and
- c) the opportunity for women to experience different jobs through lateral moves and to prevent a "locked-in" employment situation.

RECOMMENDATION S-6

That the Metropolitan School Board establish a 24-hour crisis telephone service.

RATIONALE

Because of the vulnerability of children and the emerging awareness of the amount of violence directed toward them, it is necessary to establish support systems with direct means of providing assistance to students who have been assaulted or who are threatened by violence in the home, school, or community. Such a service would provide a 24-hour source of information, advice, assistance and referral in a confidential and sensitive manner.

Parents should also be able to contact this number for advice if their child is a victim of violence and may become involved to assist in a favourable resolution of some incidents.

FOCUS OF IMPLEMENTATION

This service should be:

- a) advertised to students in the older elementary grades, the intermediate grades and the senior grades;
- b) advertised in the community;
- c) displayed in buildings and rooms which young people attend; and
- d) listed with other emergency numbers in telephone directories.

RECOMMENDATION S-7

That school boards review policies regarding student safety for all endorsed out-of-school activities including:

- a) door-to-door fund raising for school projects;
- b) delivering school-related information;
- c) messenger or running services by students; and
- d) field trips.

RATIONALE

With the knowledge that any child who is alone is a vulnerable target, the need for the policies and an awareness of the policies become clear.

Boards of Education should establish stringent guidelines which will protect the students while at the same time allowing them to develop and enjoy maturing traits such as responsibility, socialization and reliability.

FOCUS OF IMPLEMENTATION

Actions that will raise awareness for both staff and students of the stated policies and the rationale for them were seen as important. These would include distribution of policies, discussion of policies at staff professional development sessions and opportunities for community input and information sharing made available by each principal.

RECOMMENDATION S-8

That school boards establish employee and student related policies on sexual harassment.

RATIONALE

Sexual harassment in the school and work place contributes to the myth that some

people are objects to be violated and abused. Males and females can be victims of sexual harassment, but the latter are the majority of victims.

Sexual harassment is sometimes tolerated, since the victim feels reporting the incident will expose them to further problems. Other employees and students tolerate it because they fear reprisals (e.g. course failure, job termination or rejections when seeking advancement). Others leave the school or organization to avoid further abuse, or to avoid involvement in an investigative procedure.

The Public Education Committee felt that if it had not already done so, each school board needed to develop ways of dealing with, and preventing, sexual harassment. All employees should be involved in professional development sessions related to the topic and all members of the school community should be aware of their right to be free of harassment and the procedure to follow if they are victims.

The displays and discussions centering around pornography, and exploitive pictures, cartoon and graffiti seemed closely linked to sexual harassment. Professional development sessions suggesting ways of dealing with persons displaying this kind of material, which suggest women are sexual objects, or objects of ridicule were considered important.

FOCUS OF IMPLEMENTATION

All employees and senior citizens should be made aware that sexual harassment can include:

- a) repeated requests for sexual favours;
- b) repeated sexually-oriented behaviours;
- c) repeated sexually-oriented remarks;
- d) reprisals for the rejection of a sexual advance; and
- e) displays of exploitive pictures, cartoons or graffiti.

In-service sessions focusing on how, collectively, staff and students can prevent sexual harassment while establishing a humane and positive working environment would be most beneficial.

RECOMMENDATION S-9

That school boards make available appropriate self-defense programs for staff and students and, where possible, to others in the community.

RATIONALE

Traditionally, women and children have been viewed as inevitable victims of violence, having little recourse but to submit and hope for the best. Such an attitude reinforces a victim mentality and indirectly endorses society's acceptance

of violence against women as the norm.

Yet, recent studies of women who have successfully avoided an assault indicate that women and children need not be, nor are they in reality, inevitable victims. Among successful avoiders of attacks the common denominator is some sort of early, effective resistance. This includes the ability to perceive a potential threat and to react quickly to get out of the situation. Effective resistance can be as simple as running, yelling, or a few well-placed kicks. The earlier the defense response, the more likely it is to surprise the assailant and to be effective.

Self-defense programs act as a means for women and children to explore their own role as victims of violence and develop strategies to gain control over their lives. By focusing on the positive capacities of women and children to control what happens to them, rather than accepting a victim mentality, they encourage an active, decision-making role. As a teaching system, self-defense programs can help students to :

- a) identify what is actually happening in an attack situation; and
- b) explore various options of response that are best suited to the circumstance and to their own strengths and skills.

CHARACTERISTICS OF A GOOD SELF-DEFENSE PROGRAM

Because of the wide variety of self-defense and martial arts programs available, the Committee felt it is important to note some of the qualities that they agreed characterize an effective self-defense program for women and children. While there needs to be more research done in identifying and assessing the effectiveness of different self-defense systems, the following can act as a guideline in evaluating the suitability of a self-defense program.

1. Appropriateness of course to students' needs - no one system of defense is suited to the differing needs of a variety of students. In evaluating course content, consideration must be given to the age, sex, geographic locale and lifestyle of the students. Courses developed specifically for women and children generally are more responsive to the concerns and needs of these participants.
2. Options and choices - as a general attitude, effective self-defense programs do not tell students what they 'should do' in a particular situation but rather help students to explore the various options open to them. In focusing on the development of positive and realistic attitudes towards strength of character and body, it is hoped that students will become better equipped to make decisions and take control in their own lives.
3. Course content - self-defense for women and children includes more than just the teaching of physical techniques. It must incorporate under the general headings of AWARENESS, AVOIDANCE AND ACTION such topics as: the right to say no, assertiveness, verbal self-defense skills, appropriate levels of response to various situations (e.g. social, on the

street at night), roles and self-value and other issues surrounding violence against women and children.

4. Physical techniques - emphasis should be placed on the basic skills of self-defense, that is simple but effective techniques that do not required a great deal of strength or years of practice. The ultimate goal is not to stay and fight your attacker but rather to get out of the situation as quickly as possible.
5. Teaching methods - a variety of teaching and practice methods must be stressed with the student in an active role. Techniques such as role-playing and discussion groups compliment more traditional teaching methods.
6. Instructor as role model - a critical aspect in the learning of self-defense skills is the student's ability to identify with the instructor as a positive role model. The opportunity to learn from another woman is an important aspect of self-defense classes for teenage girls and women.

IMPLEMENTATION MODELS WITHIN THE PUBLIC EDUCATION SYSTEM

A variety of self-defense programs have already been or could be implemented within the public education system. The course models which follow are representative of a graduated program which reflects both the student's age and present curriculum realities of the present education system in Ontario.

- a) Streetproofing Program - Early Public School - Girls and Boys
 - incorporated within the regular curriculum
 - emphasis on the right to say no, private body zones, role-playing, games, films, e.g. "Better be Safe than Sorry", "Red Light, Green Light Coloring Book"
- b) Basic Self-Defense Skills - Gr. 7-8
 - taught within the regular curriculum
 - introduction of physical self-defense techniques
- c) Teens Program - High School - Girls
 - taught as part of the life-skills program
 - physical techniques plus programming around topics such as assertiveness, acquaintance rape, etc.
- d) Mothers and Daughters Course - High School
 - extra-curricular program

- similar to adult program in self-defense but incorporating opportunities to discuss teen and parental concerns

Other Target Groups:

- a) school staff - adult program including sexual harassment; and
- b) Continuing Education - adult program for women.

II RECOMMENDATIONS TO METRO COUNCIL

The Public Education Committee, in addressing the needs for public education around public violence against women and children, found a great imbalance between the number of existing community programs and the needs in the community for programs both in variety and in number. Much of what is available appears not to be reaching those in the general public with the greatest need for it and sometimes the programming, when it is available, is not responsive to the needs of its audience. The needs of the non-English speaking community are not being met. A myriad of recommendations seemed necessary to redress the imbalance and our need to structure those fragmented recommendations seemed to reflect the need within the community for a coordinated approach to public education around public violence against women and children.

The Committee also felt it was necessary to address the funding needs of facilities who do educational programs focusing on prevention and awareness of violence in addition to a full workload providing services to women related to violence.

RECOMMENDATION C-1

That Metro Toronto Council establish a Community Advisory Board on Violence Against Women and Children.

The Committee believes that an ongoing community-based advisory group is needed for the many agencies and facilities which provide educational programs about violence in the community as a source of support, information sharing and learning which will result in more effective, coordinated programming. We see this board consisting of representatives of rape crisis centres, counselling and referral centres, the police force, school boards, community agencies, including representation from a diversity of cultural and economic groups and members of the Metro Council.

This Advisory Board will be working very closely with its two full-time co-ordinators in establishing public education initiatives about violence against women and children responsive to the many populations of Metropolitan Toronto and co-ordinating information about services available in the community.

RECOMMENDATION C-2

That Metro Toronto Council fund the hiring by the Community Advisory Board of two Public Education Co-ordinators, one of whom will be a Multi-cultural Co-ordinator.

There is a particular need in the Metro Toronto area for a special focus on the needs of immigrant and/or non-English speaking members of the community. The public education materials on the various aspects of violence against women must be written into programs that are sensitive to the cultural traditions of each ethnic community.

FUNCTIONS OF THE CO-ORDINATORS

1. To assist the Community Advisory Board on violence against women and children.
2. To initiate new and coordinate existing educational programs by liaising with community groups and institutions.
3. To develop materials, such as pamphlets, booklets, slide presentations, films, etc., to inform the public about the availability of services and to educate the public about the unacceptable level of violence in the community.
4. To initiate new and coordinate information about existing self-defense and/or street proofing programs for women and children in cooperation with community resources and to determine appropriate means of subsidization to ensure equal access to these programs for low-income women. The focus of these programs would be on the positive capacities of women and children to control what happens to them in public and they would not encourage the "victim mentality" which indirectly endorses the community's acceptance of violence against women as the norm.
5. To encourage media personnel through educational sessions to recognize a need for:
 - a) the reduction of sexism in print and non-print media presentations;
 - b) the reduction of sensationalism in reporting acts of violence against women and children;
 - c) the monitoring of community radio and television programs to reduce sexism and exploitation of women and children; and
 - d) a clear understanding of their role in perpetuating attitudes which support violence.

New

- a) Develop a Mobile Learning Centre, initiate the staffing of the van, ensure the provision of materials to be disseminated through this mobile facility, and arrange the location of the van at community colleges, universities and various community locations throughout the year, such as shopping centres where people not involved in institutions can be reached.

Existing

- a) Cable television and public service announcements should be used to inform the public about these new services.
- b) Work with the Community Information Centre of Metropolitan Toronto to provide information to women on services available in the community:
 - 1) through its daytime and 24-hour emergency inquiry services accessed through multiple listings in the telephone directory;
 - 2) through public distribution of informational materials i.e. through supermarket pamphlet racks.
- 7. To arrange for space to be made available in each community in schools, libraries, etc., for women to meet to learn about self-defense, to provide support to victims of violence, to set up programs such as Block Sisters to discuss programs and community needs, etc.
- 8. To act as a liaison between the Community Advisory Board on Violence Against Women and Children and the Metro Committees on Child Abuse and Battered Wives.
- 9. To coordinate information about the availability of, and initiate new, educational programs for the professional development of groups such as police, teachers, doctors, nurses, children's aid society workers, etc. This should be done in cooperation with the Ministries of Education, Colleges and Universities, Health and Community and Social Services.
- 10. To establish and arrange the staffing of a young peoples' distress line and publish the number widely in schools, colleges and universities. This information line would provide callers with advice, assistance and direction about where to get counselling, emergency assistance or further information.

RECOMMENDATION C-3

That Metro Toronto (provide and) press the provincial and federal governments to provide funding specifically for the educational programs of facilities such as rape crisis centres, women's counselling and referral centres.

It is essential that those facilities providing public education be further supported and that funding formulae acknowledge the vital service they already provide in this area. Some of the best advisors about the nature of violence and its effects on women are the staffs of those facilities.

We therefore consider it a priority to fund the educational component of their services in a manner that is not linked to the number of (emergency) clients served.

THE TASK FORCE ON PUBLIC VIOLENCE AGAINST WOMEN AND CHILDREN**RECOMMENDATIONS OF THE PUBLIC EDUCATION COMMITTEE****I RECOMMENDATIONS TO THE SCHOOL BOARDS OF METROPOLITAN TORONTO**

- S-1 That school boards implement policies directed toward the reduction of violence in the school communities including the abolition of Corporal Punishment.
- S-2 That school boards establish policies to eliminate sex bias from curriculum and program materials.
- S-3 That school boards establish an Advisory Committee to deal with the issue of sex bias by:
 - a) reviewing current curriculum and learning materials for sexist contents; and
 - b) establishing criteria from the selection of new bias-free learning materials.
- S-4 That school boards designate a person to be responsible for educating the school and community personnel around the issues of violence against women and children.
- S-5 That school boards improve the status of their female employees through the establishment of Affirmative Action policies.
- S-6 That the Metropolitan School Board establish a 24-hour crisis telephone service.
- S-7 That school boards review policies regarding student safety for all endorsed out-of-school activities including:
 - a) door-to-door fund raising for school projects;
 - b) delivering school-related information;
 - c) messenger or running services by students; and
 - d) field trips.
- S-8 That school boards establish employee and student related policies on sexual harassment.
- S-9 That school boards make available appropriate self-defense programs for staff and students and, where possible, to others in the community.

II RECOMMENDATIONS TO METRO COUNCIL

- C-1 That Metro Toronto Council establish a Community Advisory Board on Violence Against Women and Children.
- C-2 That Metro Toronto Council fund the hiring by the Community Advisory Board of two Public Education Coordinators, one of whom will be a Multi-Cultural Coordinator.
- C-3 That Metro Toronto Council (provide and) press the provincial and federal governments to provide funding specifically for the educational programs of facilities such as rape crisis centres, women's counselling and referral centres.

Respectfully submitted,

Chairperson, Public Education Committee

Appendix A

Police Occurance Statistics on crimes of Public Violence in Metropolitan Toronto: 1982.

Preliminary

Summary Report of Statistics

The Policing Sub-committee specified 14 criminal offences which it felt reflected the major or most serious violent acts of those offences directed against women and children. The offences were: murder 1st, 2nd, attempted; rape; attempted rape; indecent assault; buggery; gross indecency; intent to wound; administering poison; attempt to choke, suffocate, strangle; assault causing bodily harm; purse snatch; attempt purse snatch. The Sub-committee chose to examine the number of occurrences received regarding these offences for the year of 1982.

Tables were generated, broken down by age and sex of the victim by type of offence by patrol area, premise type, weapons or means, time of occurrence or actual age of the victim. The tables indicated that women and children of all ages are potential victims of violence and that these crimes are equally distributed throughout the city. Metropolitan Toronto is divided into 5 policing Districts (of unequal size and of different composition) and while it may appear that any one district is a high risk area, a comparison of the number of occurrences on each of its patrol areas with the number of occurrences in other District patrol areas show no significant differences.

The Tables also indicate that a large percentage of reported occurrences against women occurred within the home (34.13%). *

*Note that the figures presented in this summary do not exclude Domestic/Child Abuse cases. The mandate of this Task Force was to examine cases of public violence and in the final analysis the Domestic/Child Abuse cases will be excluded.

Also note that these figures are not confirmed incidents of offences against women and children but reported incidents.

1982

Juvenile Males

During 1982, there was a total of 318 occurrences where juvenile males were the victims of the 14 offences listed

- 64.47% (205 of 318) were Assault Causing Bodily Harm;
- 26.73% (85 of 318) were Indecent Assault on a Male;
- and the remaining 8.8% (28 of 318) were occurrences of Buggery, Causing Bodily Harm with Intent to Wound, Maim or Disfigure; Attempt to Choke, Suffocate or Strangle; Murder - 1st, 2nd degree; and Attempt Murder.

Fifty-nine (18.55%) of these occurrences were Domestic/Child Abuse cases.

PATROL AREA

Assault Causing Bodily Harm: There appeared to be no single Patrol Area in which this type of offence was most likely to occur. The distribution for the Districts was:

District 1	-	51 occurrences
District 2	-	22 occurrences
District 3	-	33 occurrences
District 4	-	45 occurrences
District 5	-	54 occurrences

Indecent Assault: With the exception of Patrol Area 1304 in District 1, there appeared to be no single patrol area in which Indecent Assault against a Male was most likely to occur during 1982 (Patrol Area 1304 had 12 occurrences - 11 of these occurrences involved a school principal who assaulted 11 children).

By District the distribution was:

District 1	—	30 occurrences
District 2	—	0 occurrences
District 3	—	14 occurrences
District 4	—	12 occurrences
District 5	—	23 occurrences
District undetermined	—	6 occurrences

PREMISE TYPE

Approximately 28% of the 14 specified offences against juvenile males occurred in the apartment/home living area. The likelihood of these offences occurring in the other premise types was:

<u>Premise Type</u>	<u>% (x of 318)</u>
Apartment/Home Living Area	27.99% (89 of 318)
Street	18.87% (60 of 318)
Schools	14.78% (47 of 318)
Other Apartment Areas	11.32% (36 of 318)
Stores	5.97% (19 of 318)
Beaches and Parks	4.09% (13 of 318)
Garages	2.52% (8 of 318)
Entertainment	2.20% (7 of 318)
Bus Stations	2.20% (7 of 318)
Hotels	1.89% (6 of 318)
Vacant Lots	1.57% (5 of 318)
Islands	0.63% (2 of 318)
C.N.E.	0.63% (2 of 318)
Underpass	0.31% (1 of 318)
Office Buildings	0.31% (1 of 318)
Stadiums	0.31% (1 of 318)
Group Homes	0.31% (1 of 318)
Transit Cars	0.31% (1 of 318)
School Bus	0.31% (1 of 318)
Other	3.46% (11 of 318)

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<u>Premise Type</u>	<u>% (x of 205)</u>
Street	24.88% (51 of 205)
Apartment/Home Living Area	21.95% (45 of 205)
Schools	15.12% (31 of 205)
Other Apartment Areas	12.68% (26 of 205)
	<u>(74.63%) (153 of 205)</u>

The remainder of occurrences took place in various other types of premises.

Indecent Assault: Apartment/home living areas accounted for almost half of Indecent Assaults
43.52% (37 of 85).

Schools account for 17.65% (15 of 85) of these occurrences and the remainder took place in
other types of premises.

MEANS OR WEAPONS

The category NO WEAPON must be qualified before presenting the findings. This category does not take into account that an alleged accused may have physically or verbally intimidated a victim. The variable of means or weapon only specifies physical objects which may have been used as a weapon in the offences listed.

Approximately 75.00% of the 14 offences specified did not involve the use of a weapon.

The likelihood of weapons being used was:

Means or Type of Weapon% (x of 318)

No weapon used	75.47% (240 of 318)
Rock, brick, bottle	14.15% (45 of 318)
Cutting Knives	3.46% (11 of 318)
Other weapons used	3.46% (11 of 318)
Gun	2.20% (7 of 318)
Multiple weapons used	0.94% (3 of 318)
Poses as a Doctor	0.31% (1 of 318)

REPORTED TIME OF OCCURRENCE:Time% (x of 205)

midnight to 3 a.m.	2.93% (6 of 205)
3 a.m. to 8 a.m.	1.95% (4 of 205)
8 a.m. to noon	7.32% (15 of 205)
noon to 4 p.m.	30.24% (62 of 205)
4 p.m. to 6 p.m.	18.05% (37 of 205)
6 p.m. to 9 p.m.	15.61% (32 of 205)
9 p.m. to midnight	17.07% (35 of 205)
unknown	6.83% (14 of 205)

Almost half (48.29%) of the occurrences were reported to have taken place from noon to 6 p.m. Approximately one-third (32.68%) of the reported assault causing bodily harm occurred during the time period of 6 p.m. to midnight.

Indecent Assault: The breakdown of time period during which Indecent Assaults occurred in were:

Time% (x of 85)

midnight to 3 a.m.	3.53% (3 of 85)
3 a.m. to 8 a.m.	0.00%
8 a.m. to noon	3.53% (3 of 85)
noon to 4 p.m.	12.94% (11 of 85)
4 p.m. to 6 p.m.	12.94% (11 of 85)
6 p.m. to 9 p.m.	15.29% (13 of 85)
9 p.m. to midnight	2.35% (2 of 85)
unknown	49.41% (42 of 85)

AGE OF VICTIM

Assault Causing Bodily Harm: The range of ages was from less than 1 year old up to and including 15 years. The average age of victim was 11.52 years.

Indecent Assault on a Male: The range of ages was from 3 years old up to and including 15 years. The average age of juvenile male victim was 9.39 years.

Juvenile Females

During 1982, there was a total of 442 occurrences where juvenile females were the victims of the 14 offences specified earlier in the report.

- 69.23% (306 of 442) were Indecent Assault on a Female;
- 24.21% (107 of 442) were Assault Causing Bodily Harm;
- 2.71% (12 of 442) were Rapes;

and the remaining 3.85% were distributed evenly among the remaining types of offences. One hundred and twenty (27.15%) of these occurrences were Domestic/Child Abuse cases.

PATROL AREA

Indecent Assault on a Female: As was the case with victims who were juvenile males, there appeared to be no particular patrol area which stands out as a high risk area.

The distribution for the 5 Districts was:

District 1	-	63 occurrences
District 2	-	30 occurrences
District 3	-	82 occurrences
District 4	-	58 occurrences
District 5	-	70 occurrences
District undetermined	-	3 occurrences

Assault Causing Bodily Harm: Again, no particular patrol area appeared to be a high risk area.

The distribution for the 5 Districts was:

District 1	—	24 occurrences
District 2	—	15 occurrences
District 3	—	11 occurrences
District 4	—	21 occurrences
District 5	—	35 occurrences
District undetermined	—	1 occurrence

PREMISE TYPE

Almost half (45.25%) of all of the specified offences took place in apartment/home living areas.

<u>Premise Type</u>	<u>% (x of 442)</u>
Apartment/Home Living Area	45.25% (200 of 442)
Other Apartment Areas	14.03% (52 of 442)
Schools	10.63% (47 of 442)
Street	9.50% (42 of 442)
Beaches and Parks	6.33% (28 of 442)
Stores	3.85% (17 of 442)
Garages	3.39% (15 of 442)
Transit Cars	1.36% (6 of 442)
Bus Stations	1.13% (5 of 442)
Vacant Lots	1.13% (5 of 442)
Office Buildings	0.90% (4 of 442)
Entertainment	0.90% (4 of 442)
Other	0.68% (3 of 442)
Underpass	0.23% (1 of 442)
School Bus	0.23% (1 of 442)

Indecent Assault on a Female: The largest percentage of indecent assaults occurred in apartment/home living areas. The breakdown was as follows:

<u>Premise Type</u>	<u>% (x of 306)</u>
Apartment/Home Living Area	45.10% (138 of 306)
Other Apartment Areas	16.34% (50 of 306)
Schools	8.50% (26 of 306)
Street	7.84% (24 of 306)
Beaches and Parks	6.54% (20 of 306)
Stores	5.23% (16 of 306)
Garages	3.92% (12 of 306)

The remaining alleged offences took place in the various other types of premises.

Assault Causing Bodily Harm: Almost half of these offences took place in apartment/home living areas. The breakdown of the premise type that these offences were most likely to take place was as follows:

<u>Premise Type</u>	<u>(% (x of 107)</u>
Apartment/Home Living Areas	42.06% (45 of 107)
Schools	16.82% (18 of 107)
Street	14.95% (16 of 107)
Other Apartment Areas	8.41% (9 of 107)
Beaches and Parks	6.54% (7 of 107)

MEANS OR WEAPONS

Approximately 87.00% of the 14 offences specified did not involve the use of a weapon.

The likelihood of weapons being used was:

<u>Means or Type of Weapon</u>	<u>% (x of 442)</u>
No Weapon Used	87.33% (386 of 442)
Rock, Brick, Bottle	6.33% (28 of 442)
Knives	2.49% (11 of 442)
Other Weapons	1.58% (7 of 442)
Multiple Weapons Used	1.13% (5 of 442)
Cutting Instrument, Razor, Bottles	0.45% (2 of 442)
Poses as Police Officer & uses other weapons	0.45% (2 of 442)
Gun	0.23% (1 of 442)

Indecent Assault on a Female: The majority of these occurrences (98.04%) involved no weapon.

Assault Causing Bodily Harm: No weapon was used in 62.62% of the occurrences. Rocks, bricks or bottles were used in 25.23% of the occurrences.

TIME OF OFFENCE

Indecent Assault on a Female: The times these alleged offences took place were:

<u>Time</u>	<u>% (x of 306)</u>
midnight to 3 a.m.	4.25% (13 of 306)
3 a.m. to 8 a.m.	1.96% (6 of 306)
8 a.m. to noon	5.23% (16 of 306)
noon to 4 p.m.	21.24% (65 of 306)
4 p.m. to 6 p.m.	12.42% (38 of 306)
6 p.m. to 9 p.m.	16.99% (52 of 306)
9 p.m. to midnight	9.15% (28 of 306)
unknown	28.76% (88 of 306)

Assault Causing Bodily Harm: Approximately 50.00% of these alleged offences took place during the time frame of 4 p.m. to midnight. The breakdown was:

<u>Time</u>	<u>% (x of 107)</u>
midnight to 3 a.m.	3.74% (4 of 107)
3 a.m. to 8 a.m.	2.80% (3 of 107)
8 a.m. to noon	7.48% (8 of 107)
noon to 4 p.m.	22.43% (24 of 107)
4 p.m. to 6 p.m.	13.08% (14 of 107)
6 p.m. to 9 p.m.	18.69% (20 of 107)
9 p.m. to midnight	18.69% (20 of 107)
unknown	13.08% (14 of 107)

AGE OF VICTIM

Indecent Assault on a Female: The range of ages was from less than 1 year old up to and including 15 years. The average age of female juvenile who was indecently assaulted was 10.48 years.

Assault Causing Bodily Harm: Again, the ages of victims ranged from less than 1 year old up to and including 15 years. The average age was 10.94 years.

Adult Females:

During 1982, there was a total of 2,215 occurrences where adult females were the victims of the offences specified earlier in the report. Of those offences:

- 45.60% (1010 of 2215) were Assault Causing Bodily Harm;
- 25.60% (567 of 2215) were Indecent Assault on a Female;
- 15.08% (334 of 2215) were Purse Snatch;
- 5.46% (121 of 2215) were Rape;
- 2.57% (57 of 2215) were Causing Bodily Harm with Intent to Wound;
- 2.35% (52 of 2215) were Attempt Purse Snatch;
- 1.53% (34 of 2215) were Attempt Rape.

Three hundred and fifty six (16.07%) of these cases were Domestic cases. It should be noted that because the relationship of the offender to the victim is not coded and placed upon the computer, a manual search was conducted to gather this information. The expanded report of the data will include that information.

PATROL AREA

Once again, no particular patrol area appeared to be a high risk area in any of the 4 offences which account for the largest proportion of offences. (Patrol Area 5311 is an exception to this with regard to Indecent Assaults).

For each of those 4 offences the distribution in the 5 Districts was:

Assault Causing Bodily Harm:

District 1	—	257 occurrences
District 2	—	95 occurrences
District 3	—	139 occurrences
District 4	—	118 occurrences
District 5	—	395 occurrences
District undetermined	—	6 occurrences

Indecent Assault on a Female

District 1	—	132 occurrences
District 2	—	62 occurrences
District 3	—	111 occurrences
District 4	—	61 occurrences
District 5	—	197 occurrences
District undetermined	—	4 occurrences

Purse Snatch

District 1	—	74 occurrences
District 2	—	27 occurrences
District 3	—	56 occurrences
District 4	—	34 occurrences
District 5	—	142 occurrences
District undetermined	—	1 occurrence

Rape

District 1	—	24 occurrences
District 2	—	13 occurrences
District 3	—	21 occurrences
District 4	—	15 occurrences
District 5	—	42 occurrences
District undetermined	—	6 occurrences

PREMISE TYPE

About one-third of the offences took place in the apartment/home living area. The likelihood of these offences occurring in other premise types was:

<u>Premise Type</u>	<u>% (x of 2215)</u>
Apartment/Home Living Area	34.13% (756 of 2215)
Street	26.59% (589 of 2215)
Other Apartment Areas	12.42% (275 of 2215)
Garages	5.06% (112 of 2215)
Stores	4.74% (105 of 2215)
Hotels	3.02% (67 of 2215)
Bus Stations	2.80% (62 of 2215)
Beaches and Parks	2.48% (55 of 2215)
Transit Cars	1.72% (38 of 2215)
Schools	1.67% (37 of 2215)
Office Buildings	1.53% (34 of 2215)
Vacant Lots	0.90% (20 of 2215)
Other	0.81% (18 of 2215)
Underpass	0.50% (11 of 2215)
Bars	0.45% (10 of 2215)
Group Homes	0.41% (9 of 2215)
Entertainment Areas	0.36% (8 of 2215)
C.N.E.	0.18% (4 of 2215)
School Bus	0.09% (2 of 2215)
Construction Sites	0.05% (1 of 2215)
Islands	0.05% (1 of 2215)
unknown	0.05% (1 of 2215)

Assault Causing Bodily Harm: Over 50.00% of the Assault Causing Bodily Harm occurrences reportedly took place in apartment/home living areas.

<u>Premise Type</u>	<u>% (x of 1010)</u>
Apartment/Home Living Areas	53.66% (542 of 1010)
Street	13.96% (141 of 1010)
Other Apartment Areas	10.69% (108 of 1010)

Indecent Assault on a Female: The majority of these offences were reported to have occurred on the street.

<u>Premise Type</u>	<u>% (x of 567)</u>
Street	28.92% (164 of 567)
Apartment/Home Living Area	16.23% (92 of 567)
Other Apartment Areas	14.11% (80 of 567)

Purse Snatch: Over half of the purse snatches occurred on the street.

<u>Premise Type</u>	<u>% (x of 334)</u>
Street	67.07% (224 of 334)
Other Apartment Areas	15.57% (52 of 334)
Garages	4.79% (16 of 334)
Bus Stations	4.19% (14 of 334)

Rape: Just under half of the rapes took place in apartment/home living areas.

<u>Premise Type</u>	<u>% (x of 121)</u>
Apartment/Home Living Area	41.32% (50 of 121)
Garages	14.05% (17 of 121)
Street	11.57% (14 of 121)

MEANS OR WEAPONS

Weapons were not used in the majority of reported offences against women.

<u>Weapons or Means</u>	<u>% (x of 2215)</u>
No weapon used	81.30% (1801 of 2215)
Rock, Brick, Bottle	7.13% (158 of 2215)
Knives	6.23% (138 of 2215)
Multiple weapons used	1.53% (34 of 2215)
Other weapons	1.40% (31 of 2215)
Cutting, razor, bottle	1.17% (26 of 2215)
Gun	0.68% (15 of 2215)
No gun seen	0.27% (6 of 2215)
Poses as a police officer	0.23% (5 of 2215)
Poses as a doctor	0.05% (1 of 2215)

Once again, it must be qualified that the category No Weapon does not mean threats of violence or physical violence were not used.

Assault Causing Bodily Harm: In 75.64% (764 of 1010) of the occurrences, no weapon was used. A rock, brick or bottle was used in 14.36% (145 of 1010) of the occurrences.

Indecent Assault on a Female: In 95.59% (542 of 567) of the occurrences, no weapon was used.

Purse Snatch: In 96.41% (322 of 334) of the occurrences, no weapon was used.

Rape: In 65.29% (79 of 121) of these occurrences, no weapon was used. It is interesting to note that in 21.49% (26 of 121) of the cases knives were used as a weapon.

- TIME OF OFFENCE

Assault Causing Bodily Harm

<u>Time</u>	<u>% (x of 1010)</u>
midnight to 3 a.m.	22.48% (227 of 1010)
3 a.m. to 8 a.m.	8.71% (88 of 1010)
8 a.m. to noon	6.53% (66 of 1010)
noon to 4 p.m.	11.78% (119 of 1010)
4 p.m. to 6 p.m.	8.9% (90 of 1010)
6 p.m. to 9 p.m.	16.63% (168 of 1010)
9 p.m. to midnight	19.11% (193 of 1010)
unknown	5.84% (59 of 1010)

Indecent Assault on a Female

<u>Time</u>	<u>% (x of 567)</u>
midnight to 3 a.m.	16.05% (91 of 567)
3 a.m. to 8 a.m.	10.76% (61 of 567)
8 a.m. to noon	10.41% (59 of 567)
noon to 4 p.m.	14.46% (82 of 567)
4 p.m. to 6 p.m.	12.17% (69 of 567)
6 p.m. to 9 p.m.	15.87% (90 of 567)
9 p.m. to midnight	17.64% (100 of 567)
unknown	2.65% (15 of 567)

Purse Snatch

<u>Time</u>	<u>% (x of 334)</u>
midnight to 3 a.m.	10.48% (35 of 334)
3 a.m. to 8 a.m.	3.29% (11 of 334)
8 a.m. to noon	5.09% (17 of 334)
noon to 4 p.m.	19.46% (61 of 334)
4 p.m. to 6 p.m.	12.57% (42 of 334)
6 p.m. to 9 p.m.	24.85% (83 of 334)
9 p.m. to midnight	24.25% (81 of 334)

Approximately 20% of purse snatchings reportedly occurred between noon and 4 p.m. and approximately 50.00% occurred between 6 p.m. and midnight.

Rape

<u>Time</u>	<u>% (x of 121)</u>
midnight to 3 a.m.	38.03% (46 of 121)
3 a.m. to 8 a.m.	16.53% (20 of 121)
8 a.m. to noon	8.26% (10 of 121)
noon to 4 p.m.	4.13% (5 of 121)
4 p.m. to 6 p.m.	4.13% (5 of 121)
6 p.m. to 9 p.m.	6.61% (8 of 121)
9 p.m. to midnight	17.36% (21 of 121)
unknown	4.96% (6 of 121)

Approximately 55.00% of the rapes occurred between the hours of 9 p.m. and 3 a.m. with over half of these occurring between midnight and 3 a.m.

AGE OF VICTIM

Assault Causing Bodily Harm: The range of ages for adult female victims of this offence was from 16 years of age to 78 years. The average age was 30.59 years.

Indecent Assault on a Female: The range of ages for this offence was 16 years to 79 years. The average age was 25.23 years.

Purse Snatch: The range of victims' ages for this offence was 16 years to 87 years. The average age was 46.91 years.

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Rape: The range of ages for rape victims was 16 years to 59 years. The average age was 25.53 years.

Appendix

Premise Type Codes

<u>Group</u>	<u>Data Codes</u>	<u>Description</u>
Street	0000, 8000 8001, 8010, 8011	alley, laneway, street or sidewalk, auto and trucks on street or laneway
Vacant Lots	0025	vacant lot, fields, ravine
Islands	0100, 0150 0200	lake, river, Toronto Islands
Underpass	0250, 0300 0400	tunnels & sewers, viaduct or bridge, walkway pedestrian tunnel, underpass, footbridge
Garages	0450, 3630 0455, 8020 8021 8030 - 8091	parking lots, parking garages (above & underground) underground garages, auto & trucks on supervised parking lots & garages, auto and trucks on dealer & leasing lots, plaza lots & garages, private garages, driveways, apt/cond/townhouse lots, apt/cond/townhouse underground garages, service stations
Office Buildings	0500 - 0650 0700 - 0780 0790 - 0980 1600 - 1800 2100 - 2300 2310 - 2350 2370 - 2460 4000 - 4450 4500 - 4960 5000 - 5100 5160 - 5194 5190 5200 - 5260 5300 - 5340 5400 - 5430 5500 - 5850 6000 - 6400	banks financial institutions & trust companies financial institutions & trust companies charitable organizations communications, T.V., radio, newspaper communications, T.V., radio, newspaper utility companies medical offices offices municipal properties Toronto Harbour Com., Childrens Aid Society other City or Metro property Provincial properties Federal properties political organizations reform properties religious properties
Bars	2500 - 2505	after hours clubs, bars, night clubs
C.N.E.	1550 1000 - 1400 2530	Harbourfront Ontario Place & C.N.E. CN Tower
Stadiums	1500, 2858 2860, 2780	C.N.E. Stadium, Varsity Stadium Lamport Stadium, Maple Leaf Gardens

Premise Type Codes

<u>Group</u>	<u>Data Codes</u>	<u>Description</u>
Entertainment	2510, 2520 2540 - 2680 2690 - 2770 2800 - 2850 2870, 2880 5140	Art Galleries & Stores, Burlesque Theatre Entertainment & Sports areas Entertainment & Sports areas Entertainment & Sports areas Race tracks, tennis courts Recreation & Community Centres
Apartment/Home Living Area	3500 3700	Living quarters — apt. triplex, duplex, condo, etc. Living quarters — house, basement apart, flat, etc.
Other Apartment Areas	3510 - 3620 3720 - 3790 3640	Other areas of apt., triplex, etc. Other areas of house, etc. Vacant apartments
Stores	3000 - 3060 3100 - 3170 3200 - 3295 3300 - 3370 3400 - 3450 7000 - 7080 7100 - 7380 7420 - 7490 7500 - 7560 7600 - 7660 7705 - 7815 7825 - 7850 7855 - 7999 9550	beverage companies supermarkets food wholesalers & stores food outlets jug milk stores clothing stores & manufacturers department stores discount stores drug stores five and ten cent stores other stores and businesses jewellery, watch makers and repairs jewellery, watch makers and repairs plaza or mall property
Construction	9010 9750	construction sites & wrecking projects warehouse
Group Homes	3795 - 3890	group homes, etc.
Hotels	3900 - 3980	Hotels, motels
Beaches and Parks	5120 - 5125 5170	Public beaches, parks, pools (building & property) Zoos
Transit Cars	8280 8640 8660 8670	Bus (T.T.C., Greycoach) Streetcars Subway Taxi

Premise Type Codes

<u>Group</u>	<u>Data Codes</u>	<u>Description</u>
Bus Stations	8705 8725 8733 8745 8710 8712	Bus shelters & stops GO Stations Union Station Subway Station Bus Station T.T.C. car barns, loops, offices, stations
Schools	6500 - 6950	Business, Trade or Technical Schools, Community Colleges, Public Schools, Separate Schools, Universities
School Bus	8300	
Other	0050, 8200 8220, 8240 8260, 8290 8320 - 8620 8680, 8700 8715, 8720 8730, 8735 8740, 8755 8760 8800 - 8930 9000, 9200 9350, 9450 9650	Garbage dumps, airplane Ambulance, bicycle Boats, Bus - other than T.T.C. Other vehicles Trailers, airport or airline office CN & CP offices, docks Marinas, railway shed & depots Other railway property, taxi offices & garages Travel Bureau Transportation Services Banquet halls, barns & farms Manufacturing firms, pigeon/chicken coops statues, monuments (not in cemetery)

Means or Weapon Codes

<u>Group</u>	<u>Data Codes</u>	<u>Description</u>
Cutting, Razor, Bottles	C	Cutting, Razor, Bottles
Knives	KN	Knives only
Chains	CC	any chain used as a weapon
Ether	E	Ether or Chloroform
Gun	GA, GB, GF GM, GP, GR, GS, GT	airgun, air rifle, air pistol, starters pistol, flare gun, machine gun, hand gun, rifle, shotgun, toy gun
No Gun Seen	N, NN	pretends to have a gun, illegal self- defense weapon
Rock, Brick, Bottle	R	Rock, Brick, Bottle, etc.
Hiding	S	Secreted inside dwelling, etc.
Poses as Police Officer	760	
Poses as Fireman	761	
Poses as Doctor	762	
No Weapon Used	blank	
Other	remaining codes	All other potential weapons

POOR

QUALITY

ORIGINAL

